R 0073
5920073

IMPACTS OF PLANNED ENERGY DEVELOPMENT ON OUTDOOR RECREATION AND RECREATIONAL USE IN UTAH

OUTDOOR RECREATION MANAGEMENT FOR PROFESSIONAL DEVELOPMENT PROGRAM

1981

LARRY L LEE
USDI BLM

LEE

81

ABSTRACT

The nation's requirements for increased energy production is shaping Utah's future like few things in history have done before. The Federal Land Managers who are responsible for 64 percent of the state's land base play a significant role in this event. In particular, the Bureau of Land Management which has responsibility for authorizing most of the energy development on the federal lands must respond to national needs. This cannot be done without affecting other resource values. This report considers the recreational resources of the public lands and the effects large-scale energy development will have on this resource.

Discussed in the paper are six questions: (1) Where in Utah will new energy and energy related development projects be located? (2) What will be the impacts of energy development on the recreational resources? (3) What are the major recreational resources that will be affected by energy developments? (4) In what ways will energy development benefit recreation use of the public lands? (5) What is the BLM role in providing public outdoor recreation? and (6) How important is it to manage recreation on the public lands?

A literature search was conducted to find out what is known about these topics. This information was evaluated and identification of certain problems was made. Recommendations for dealing with these problems are suggested.

TABLE OF CONTENTS

	Page
List of Tables	iii
List of Maps	iv
Chapter I	1
Introduction	
Problem Statement	
Basic Assumptions	
Limitations	
Definitions	
Chapter II	6
Literature Review	
Chapter III	11
Procedures	
Chapter IV	42
Chapter V	47
Appendix I	
BLM Recreation Use Data	
Appendix II	
Newspaper clippings	

LIST OF TABLES

Table 1

Rapid Population Growth in Utah

Table 2

Public Land Recreation Use

Table 3

Recreation Occasions/User Days/1990 Needs

Table 4

Tourism Impact Factors for the Utah Travel Promotion Regions

LIST OF MAPS

Map No. 1

Tar Sands Deposits

Map No. 2

Oil Shale Deposits

Map No. 3

Uranium Deposits

Map No. 4

Coal Deposits

Map No. 5

Oil & Gas Deposits

Map No. 6

Geothermal Locations

Map No. 7

Major Recreation Resources

CHAPTER I

Introduction and Problem Statement

Energy and mineral developments on the public lands of Utah create a two-fold effect on management of the recreational resources on these same lands. (a) The result of both the development phase and later the mineral extraction and energy production phase will increase the state's population as workers come to Utah for employment in both the new developments and for the numerous support businesses. While some of this growth will be spread over the entire state, some local areas near the major development areas will experience a very large population growth. Such growth is anticipated to result in a major increase for recreation demand on the public lands, forest lands, and the national parks of Utah since 59 percent of the state's land is managed by these three Federal Agencies. (b) The actual development of the mineral resources and energy transmission corridors impact the scenic values of the public lands and have potential in some cases of destroying the recreational resource base. The BLM who manages 42 percent of the state's land and is the Agency responsible for authorizing mineral development of the Federal lands will need to respond not only to the new energy and mineral needs, but to much of the recreational needs as well. The problem was identified in a speech delivered by the BLM Director at the dedication of BLM's Little Sahara Recreation Area. Speaking on this problem, he said:

"Unfortunately, there are serious conflicts in utilizing some of these resources. A typical example was the proposed Kaiparowits Power project. Exceptional quality coal lies buried in an area widely known for its scenic and open space qualities and values. Utilization of that coal could be very important in this Nation's struggle toward energy self-sufficiency. But -- can it be done and still reasonably protect other values so that they can continue to be enjoyed?

The reasonable balance sought by the Bureau and the Department in the management of National Resource Lands will result in decisions that will not satisfy everyone,..."

"Outdoor recreation is big business in Utah and involves more individuals directly than any other use of the National Resource Lands. We estimate that more than 6 million recreational visits are being made to the National Resource lands in Utah each year. That is nearly six times that state's population." (Berkland April 1976)

Problem Statement

The BLM in Utah has or will authorize the development of oil, gas, oil shale, tar sands, geothermal projects and coal resources on its land in Utah. In addition there will be several new power plants and other energy related projects built on BLM administered lands during the next several years and uranium will continue to be a

major source of energy from Utah's public lands. These developments have the potential of significantly increasing the state's population. This population growth resulting from BLM authorizations will create an increase in outdoor recreation demand. The problem is to identify major impacts these developments will have on the physical recreation setting that will reduce recreation benefits and to a limited extent determine outdoor recreation needs the BLM should provide that are essential to the well being of the rapidly increasing population. Neither time or existing funds are available to do an in-depth statistical analysis of the problem.

Information developed will be available for use in environmental statements and will be useful in preparing the BLM resource management plans. Based on findings, recommendations on how to accomplish BLM recreation responsibilities may be made. The need for more specific and in-depth studies may be identified.

Basic Assumptions

Through appropriate management and acceptable resource trade-offs, the Nation and more specifically the residents of Utah will not have to sacrifice their recreational resources to help supply the Nation's need for energy and minerals. Through proper planning and public participation there can continue to be development and management of public land recreational resources at a scale sufficient to meet the needs of the state's growing population.

Limitations

The investigator found a number of references to the effects of energy development on wildlife and wildlife habitat. It must be recognized that these impacts affect the quantity and quality of consumptive and non-consumptive recreational uses of the wildlife resources. The scope of this paper does not include a discussion of the wildlife resources.

The paper is primarily concerned about recreation on the public lands administered by the Bureau of Land Management. Emphasis is, therefore, placed on the BLM mission and responsibilities. Roles of the U. S. Forest Service, National Park Service and the State of Utah are significant in supplying recreation. In the case of the Forest Service and the State, there is also a significant role in meeting the needs for energy development. Due to the time allowed their roles are not discussed in depth.

The issues surrounding the development of energy resources are complex and usually are not confined to the area of development. Some issues are National in scope and many have implications that cross state boundaries. These are beyond the scope of this paper.

Definitions

Public lands. "Public lands" or "the public lands" is the accepted term for lands administered by the BLM and has this narrow meaning in this paper and should not be confused with public land in the

broad meaning of all state and Federal lands.

National Resource Lands. Prior to the Federal Land Policy and Management Act (PL 94-589 Oct. 1976) the public lands were, for a short time referred to as the "National Resource Lands". This term was used in some of the literature cited prior to October 1976.

CHAPTER II

Literature Review

The past ten years of increasing energy costs and supply shortages have caused a focus on Federal Land Managers to permit the Development of Federal Lands for energy fuels. This development while being consistent with the mission of the Bureau of Land Management functioning under the principles of multiple use management is often in conflict with other land uses. More specifically, management of the recreational resources, including wilderness, scenic, and cultural preservation, is often in conflict with the need to lease and develop the energy resources. These conflicts are documented in existing reports, studies, resource plans, and energy development environmental impact statements.

Much of the literature reviewed and personal interviews identified rapid population growth and resulting socio-economic problems as being the major concern. On the side of social and health problems mitigation is often linked to availability of recreation areas and facilities. Solutions to resolving the conflicts and mitigating the problems in light of current (1982) budgets, seem to escape those who have written on this topic.

The third Nationwide outdoor recreation plan prepared by the Heritage Conservation and Recreation Service in 1979 provides data on National demographic characteristics and recreational trend analysis. "This document establishes principles to give future direction" (Heritage

Conservation and Recreation Service (HCRS) 1979). The plan discusses the Nation's demographic characteristics and recreation trend analysis, the recreation resource base, facilities and program services. It identifies problems and issues and offers recommendations for action and additional research needs.

The Utah State Comprehensive Outdoor Recreation Plan (SCORP) in comparison to the Nationwide plan provides much of the same data for the state. It discusses the State recreation policy and describes goals. The plan shows the status of goal implementation including dates of initiations, completion dates or status at time the SCORP was writen. It provides a recommendation for continuation and future emphasis for each goal. Coordination and sharing of responsibility between levels of government are shown. For example, under the state's list of goals it shows "scenic/recreation/wild rivers of the state"; describes river segments currently under study; studies which were initiated in 1976; a list of the percent of study completion for each study segment; recommendations for the continuation of these studies by both Federal and State; and lists BLM, NPS, Utah Department of National Resources and Utah Outdoor Recreation Agency (UORA) as study participants. One chapter of the plan is devoted to discussing the responsibilities of the various levels of government from individual and family through state, regional and national.

The plan provides a good overview of Utah's "natural system" including a discussion of energy resources. It discusses "the Human System" with anticipated population growth and economic structures. Another part discussed "the Recreation System."

This plan relys on Utah resident outdoor recreation participation studies conducted by Utah State University. Data is displayed in 20 tables and charts. These include quantifying participation by activity, who is providing opportunity for the activity by percent of school, community, state, private, county, federal and Indian Reservations. Data is given on supply by acres, sites, units and user days. Demand information is also provided.

The SCORP divided Utah into eight multi-county planning districts. BLM Administrative Districts are also bounded by county lines. The state's multi-county planning districts 1, 2, 3 and 4 are within the BLM Salt Lake District. The state planning districts 5, 6, 7 and 8 are respectively the same areas as BLM's Richfield, Cedar City, Moab and Vernal Districts.

The Environmental Protection Agency office of Minerals and Industry published a volume in March 1979, titled "Energy from the West Policy Analysis Report, Interagency Energy/Environment R & D Program Report". This 826-page document is the agency's study of the development of six energy resources (coal, geothermal, natural gas, oil, oil shale and uranium) in eight western states (Arizona, Colorado, Montana, New Mexico, North Dakota, South Dakota, Utah and Wyoming) during the period from the present (1979) to the year 2000. This report discusses energy consumption, where energy resource deposits are and the production of energy from these resources. Energy development and environmental issues are considered along with economic policies. Impacts on other land uses including recreation are discussed.

The report identifies the role of Federal agencies, considers mining reclamation and boom town population growth.

The BLM statistical reports provide resource utilization data for the public lands. A booklet published each year called the BLM Facts and Figures summarizes the statistical report for each resource.

During October of 1981 the Office of Nuclear Waste Isolation published a booklet titled "Answers to your questions about high level nuclear waste isolation." The booklet was published just prior to a series of public meetings held in November. These meetings had the purpose of explaining how nuclear wastes are to be isolated and stored. Southeastern Utah is strongly being considered for this repository. Information in the booklet provides socio-economic impacts that will be created by development and operation of the facility.

An evaluation of BLM's recreation management program was conducted in 1979 by the Bureau's Office of Program Evaluation. They produced a document that identifies BLM's recreation problems, needs and attitudes of BLM managers toward recreation management on the public lands. This evaluation included a visit by the evaluation team to Utah and interviews with Utah BLM officials.

Environmental impact statements for Uinta-Southwestern Utah coal, 1981; Rocky Mountain Pipeline Project, 1981; Allen Warner Valley Energy System, 1981; Kaiparowits Coal Development and Transportations Study, August, 1980; Development of Coal Resources in Central Utah,

1979; Draft EIS for Surface Oil Shale Retorting, December, 1980; Development of Coal Resources in Southern Utah, 1979; Green River Hams Fork Regional Coal EIS, 1981; Emery 3 & 4, 1980; and Intermountain Power Project, July 1980 were reviewed. These documents provide information concerning the existing recreational resources including cultural and visual resources. They provide population trend data for the areas being influenced by the projects. They discuss how the projects will affect trends and provide additional socio-economic data. They also list project impacts on existing recreational uses. Site and area data are provided, but since they are project specific, they do not reflect the accumulative effects that may be occuring from multiple projects within the same general area or throughout the state.

Newspaper articles and magazines from the past 2 years were reviewed. Much of the information is too new to be published in technical reports and professional writings. This situation has largely developed as a result of two primary factors: (1) the rapid price increases in petroleum products during recent years has made developers willing to invest in energy sources such as oil shale, tar sands and coal gasification; and (2) Federal Government, under the administration of President Reagan, is rapidly changing the Nation's policies in a manner that is encouraging the development of energy.

CHAPTER III

Procedures

Assessment of the problem requires response to six questions that can be answered by searching existing documents and pulling together information from other sources. Data collection consisted of a literature search, a review of resource inventories and interviews with various professionals (see bibliography).

WHERE, IN UTAH, WILL NEW ENERGY AND ENERGY RELATED DEVELOPMENT PROJECTS BE LOCATED?

The State Government recognizes the critical issues associated with energy development in Utah. Referring to this development, the State Comprehensive Outdoor Recreation Plan states, "This will have far-reaching impacts in shaping Utah's future population growth, urbanization patterns, wildlands and scsenic preservation and economic wealth." The SCORP identifies the location of the state's major energy resources:

> "Eastern Utah is a vast storehouse for virtually untapped reserves of natural gas, oil and coal fields. Large quantities of natural gas are located in the Uintah Basin, Summit County, and the Four Corners region of Southern Utah. Two localized centers which currently produce oil also lie in both the Uinta Basin and the Four Corners area. Both these resources have recently been discovered beneath the Great Salt Lake.

The coal industry is in the midst of expansion in Utah. Recoverable reserves are found in two main regions. The first, in the centrally located Carbon, Emery, Sevier, Sanpete and Grand Counties (the Wasatch Plateau, Book Cliffs and Emery Fields) has historically produced the bulk of Utah's coal. In the southern region are the Kaiparowits Platreau, Alton, and Kolob coal fields of Kane, Garfield, Iron and Washington Counties. The ongoing Kaiparowits Plateau mining and power plant controversy has already brought forth environmental issues of air quality and scenic and recreational values. This plateau is in colorful Canyonlands and is adjacent to several national parks and recreation areas.

The development of these resources has not been more fully capitalized on to this date due to high costs of production with existing technology, lack of a national energy policy, and (most importantly for recreation) environmental concerns and constraints.

Another undeveloped but important and promising source of energy lies in geothermal resources existing throughout the western part of the State." (UORA, 1980)

Construction has been started on the world's largest coalfire power plant. It will be the Intermountain Power Project located near Lyndyl, Utah. The first 750 megawatt unit is scheduled to go on line in 1986 with additional units scheduled to go on line each

year until the planned 3,000 megawatt capacity is reached. Construction of a railroad spur from coal mines in Carbon County to the plant site will be required to serve the site. (IPP ES 1980)

New roads and road improvements will require 204 million dollars by the year 2000 in the Uintah Basin. These roads are needed to handle the anticipated traffic created by energy developments in that area. The Uintah Basin is currently (1981) producing 16 million barrels of oil annually. Production will increase to 37 million barrels by the year 2000. Roads will also serve the Moon Lake Power Project, White River Dam and planned tar sands and oil shale developments. (Vernal Express News, January 15, 1981)

Synfuels Corporations announced in the Grand Junction, Colorado Daily Sentinel consideration of nine synthetic fuels projects in Utah:

> The Great National Project, Sunnyside, sponsored by Great National Corp., Dallas. It involves the processing of tar sands to produce 10,000 barrels of synthetic crude oil per day.
>
> C & A Companies, Inc., a tar sands project slated for Grand County. It would eventually produce 20,000 barrels of synthetic crude per day from tar sands using a solvent extraction process.

Syntana Utah, a joint venture between Synthetic Oil Corp. and Quintana Mineral Corp. It involves extraction of crude from oil shale using a heated retort.

White River Oil Shale Project, in Uintah County, involving Phillips Petroleum and Sunoco Energy Development Co.

Cottonwood Wash Project, Uintah County, sponsored by Magic Circle Energy Corp., would use surface retorting techniques to produce 30,000 barrels of oil per day from shale.

The Plateau Project, in Duchesne County, is sponsored by Plateau Inc. Its aim is to upgrade a raw shale oil at its Roosevelt refinery to produce 20,000 barrels per day of jet fuel, diesel and gasoline.

The Parahochute Commercial Shale Oil facility in Uintah County, a joint venture of the Paraho Development Corp.

Aarian Development Project, in Vernal, sponsored by Aarian Development, Inc., would produce oil from tar sands using a solvent extraction process. (Daily-Sentinel, April 9, 1981)

Referring to the gasification of coal, the Emery County Progress printed an article that begins: "In three years local motorists could be gassing up on Carbon County Coal." The proposed plant is to be located in either Carbon or Emery County. The plant will

double its capacity when the need arises. (Emery County Progress, April 22, 1981)

The foregoing are examples of energy proposals that continually appear in the local newspapers. Similar articles are assembled in Appendix II. Maps 1-6 show the distribution of these energy minerals in the state.

A large portion of the nation's source for these energy fuels is located in Utah and the adjacent states. For example, approximately 90 percent of the nation's tar sands deposits are found in Utah. Ninety three percent of the nation's uranium reserves are in Utah, Colorado, Wyoming and New Mexico and 100 percent of the country's potential productive oil shale is found in Utah, Colorado and Wyoming. The reserves in these three states have the potential of a total resource of 731 billion barrels. (BLM and USGS inventories - interviews with BLM minerals staff.)

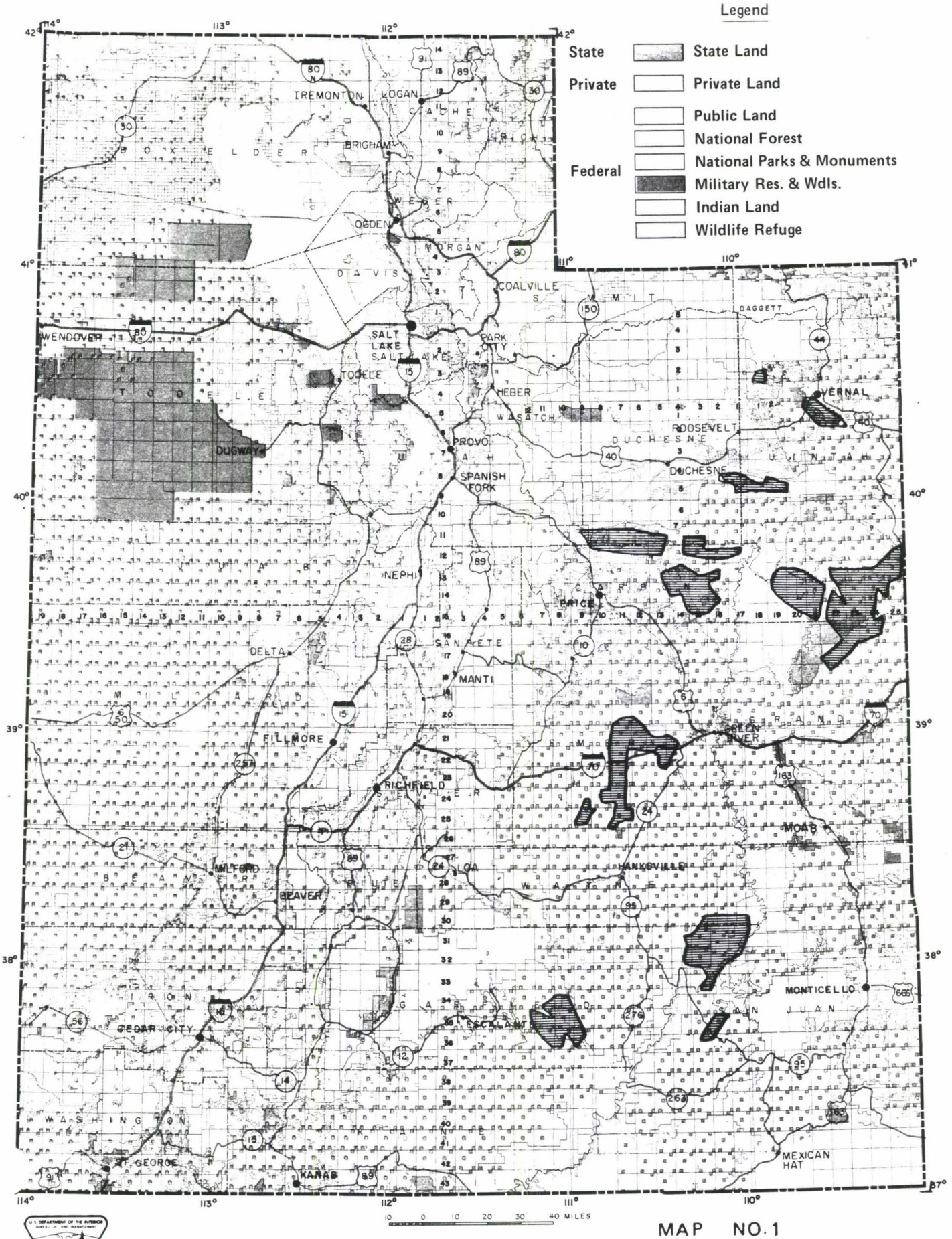
An effort was made to make a comparison of how much oil this is in an article by Candida Harper in a Vail, Colorado publication:

> "Western Colorado, Utah and Wyoming contain more oil trapped in shale than the entire Middle East." (Harper, Summer 1981)

Harper does not identify a source for this comparison and it may be an exaggeration, but it does help to focus on the magnitude of the problem.

Coal deposits in Utah and other western states make up about 44

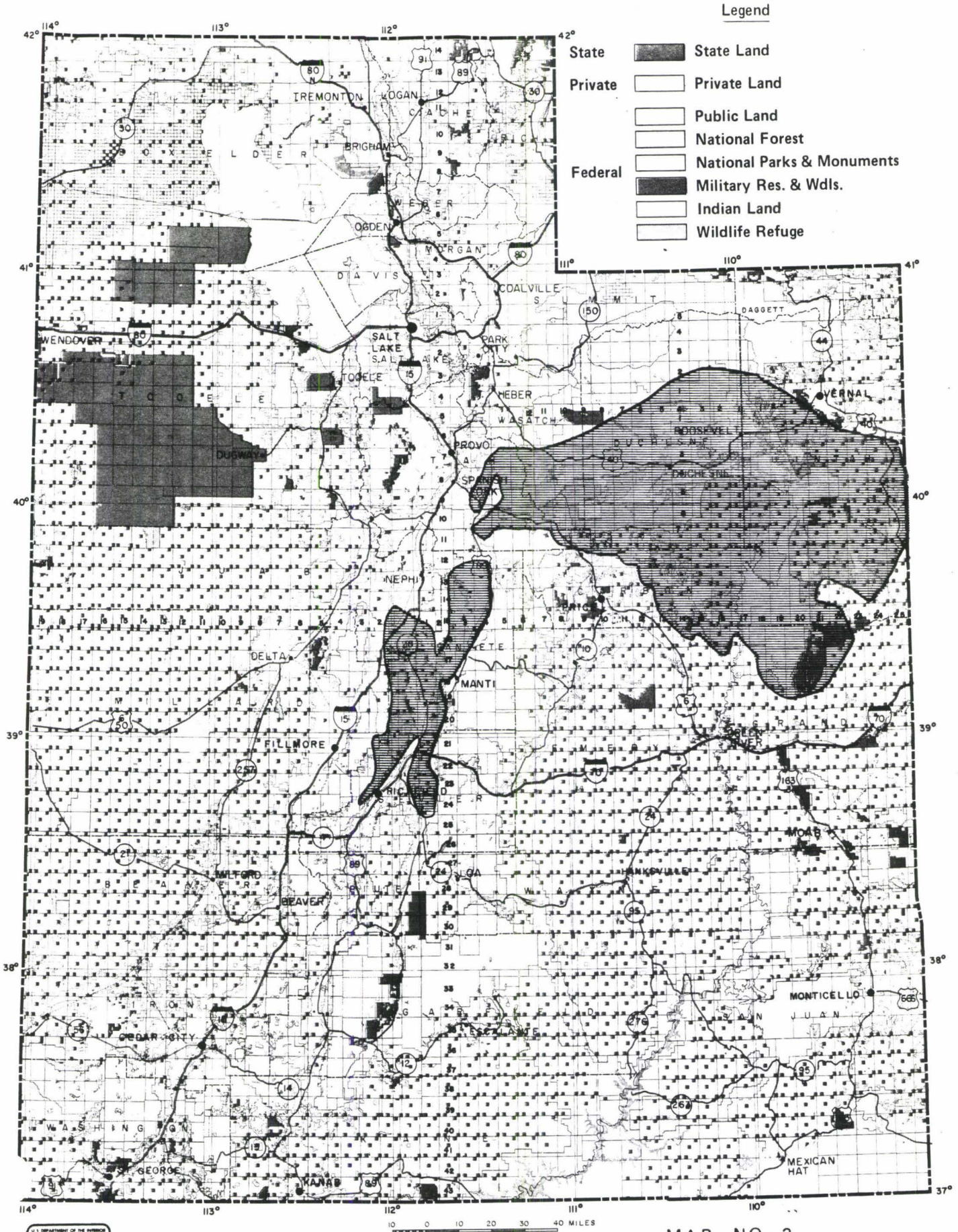
UTAH LAND STATUS



U.S. Department of Interior
Bureau of Land Management

MAP NO. 1
TAR SANDS

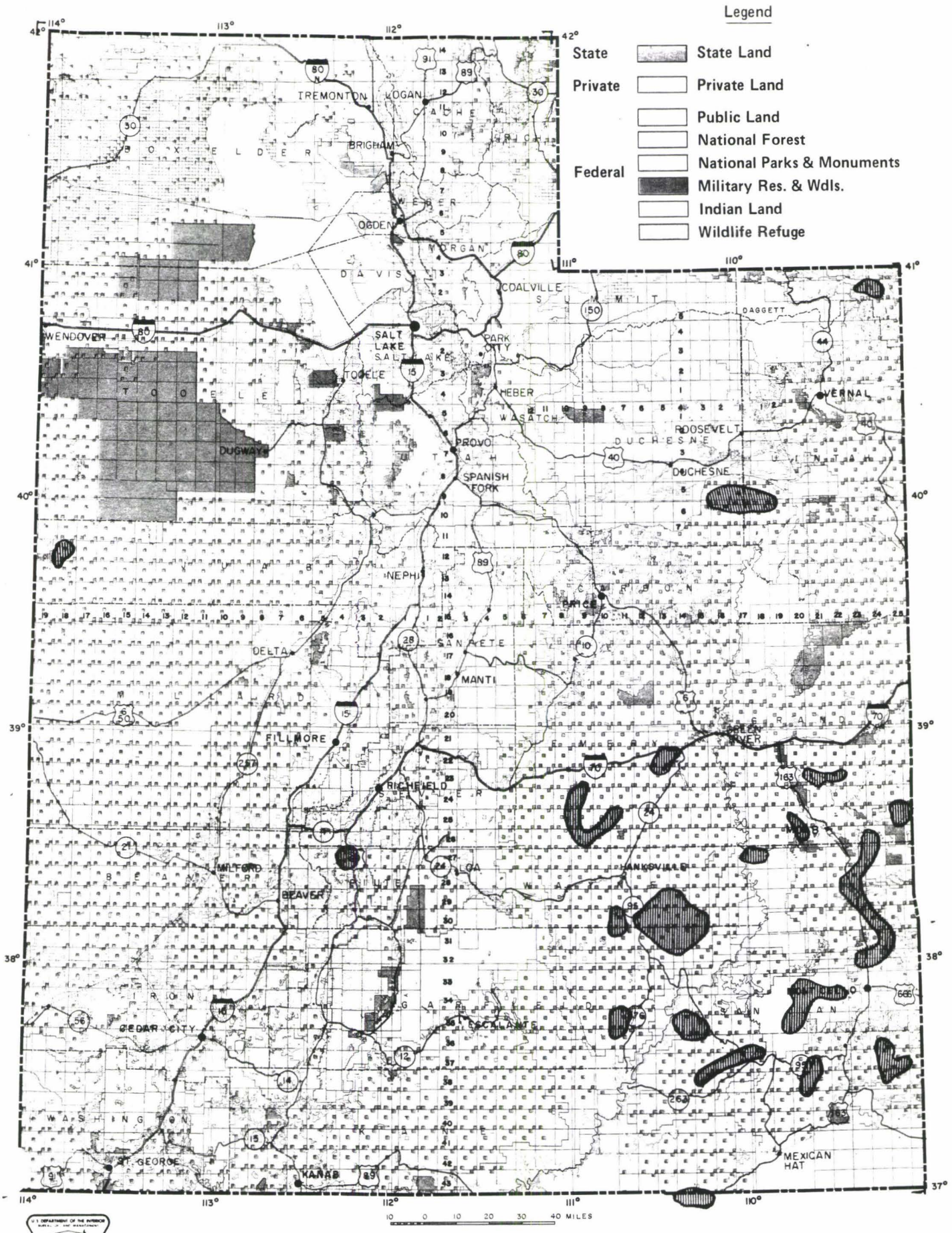
UTAH LAND STATUS



MAP NO. 2
OIL SHALE

U.S. Department of Interior
Bureau of Land Management

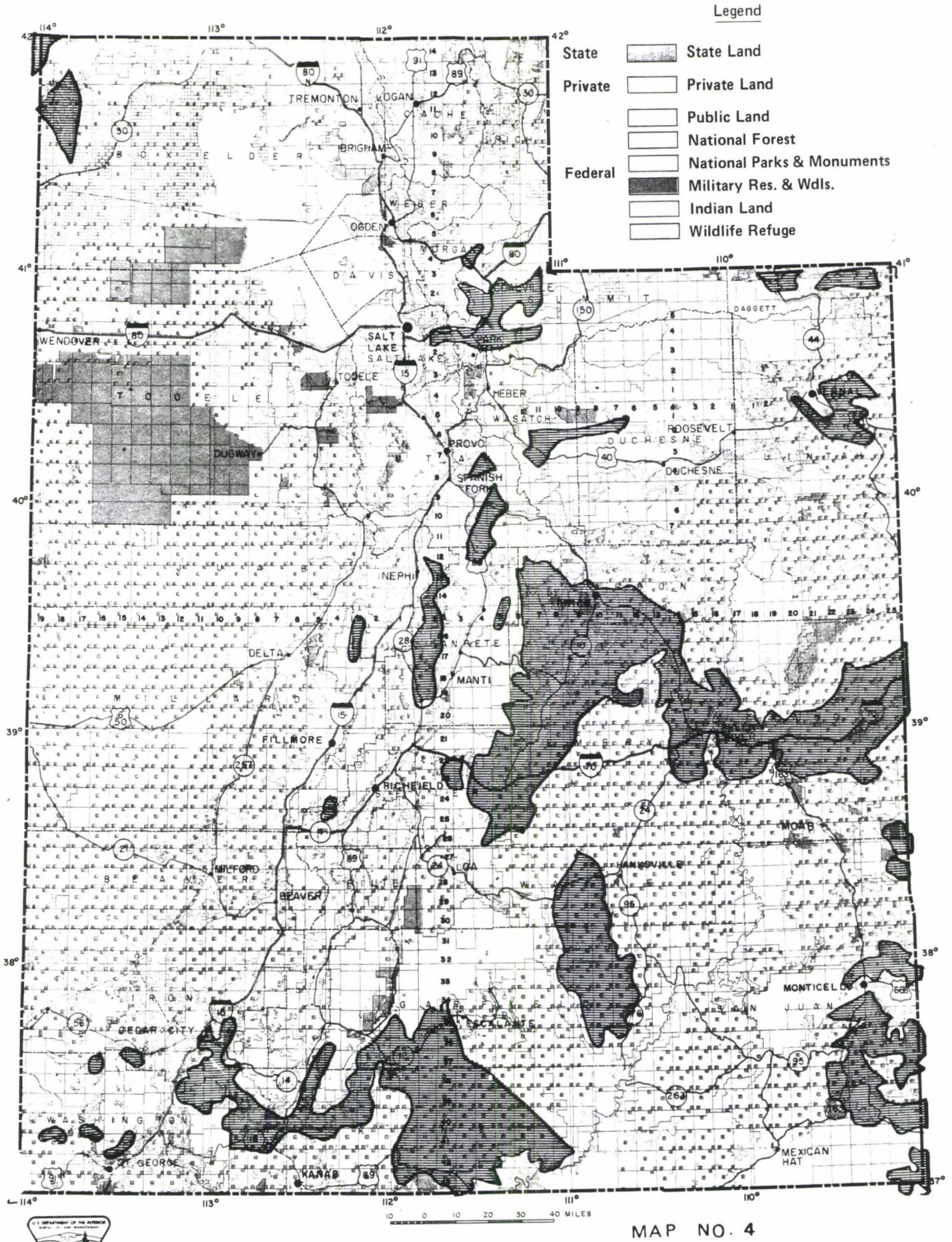
UTAH LAND STATUS



U.S. Department of Interior
Bureau of Land Management

MAP NO. 3
URANIUM

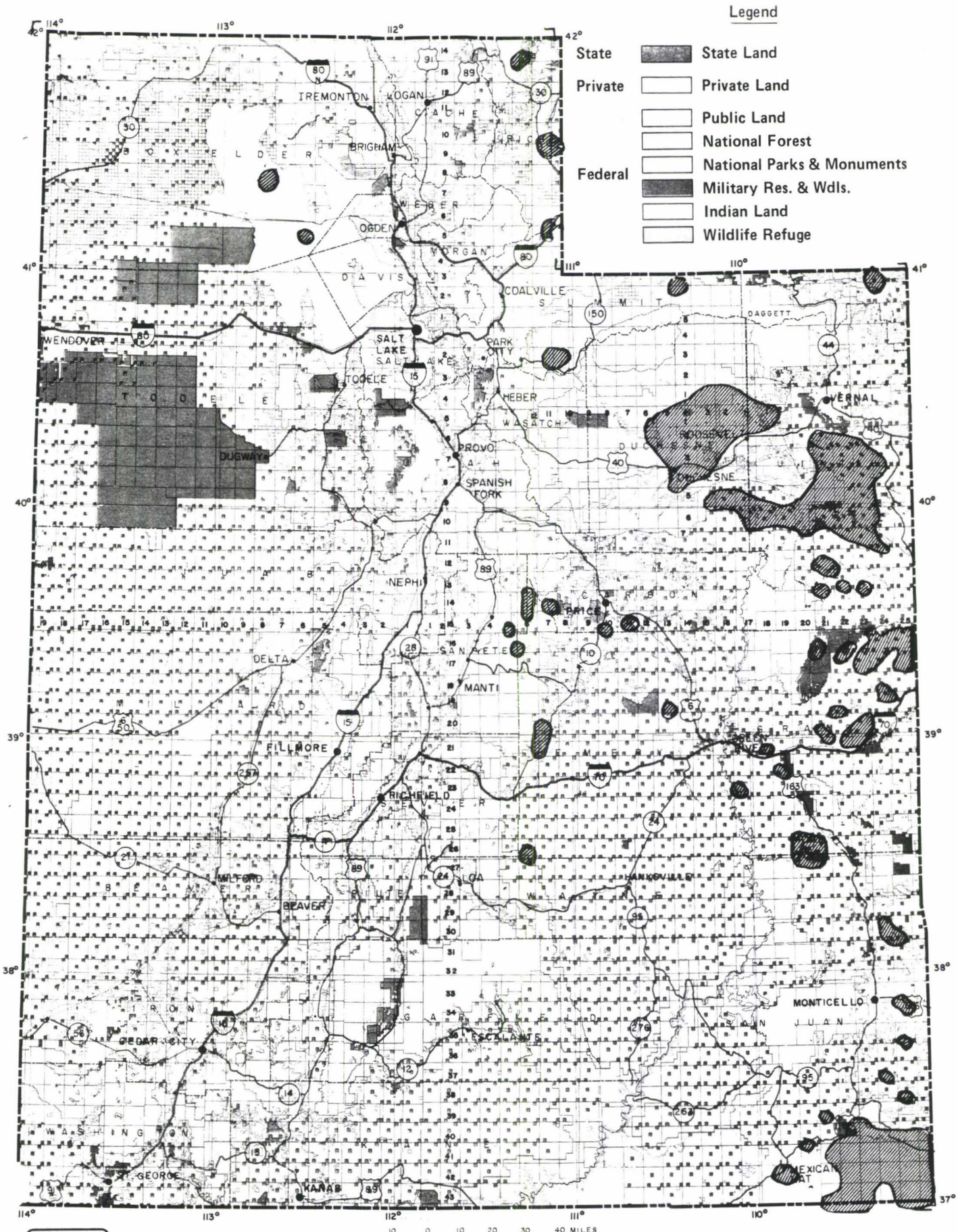
UTAH LAND STATUS



MAP NO. 4
COAL

U.S. Department of Interior
Bureau of Land Management

UTAH LAND STATUS

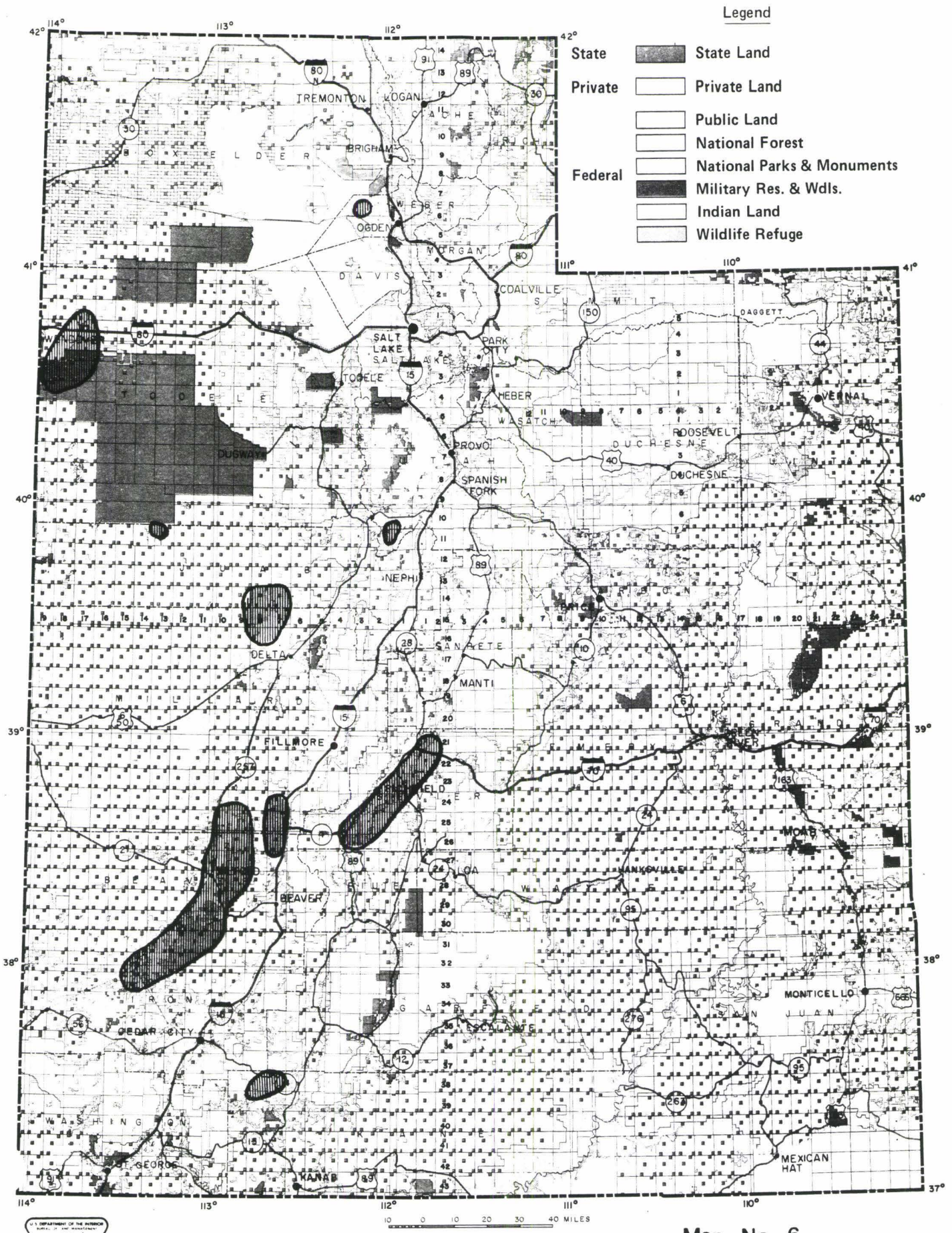


MAP NO. 5

OIL AND GAS

U.S. Department of Interior
Bureau of Land Management

UTAH LAND STATUS



U.S. Department of Interior
Bureau of Land Management

Map No. 6
GEOTHERMAL

percent of the nation's reserves and western coal has an advantage over coal from other regions due to its low sulfur content. The BACT requirement can be, at least in the short term, a significant factor in determining how much western coal is produced. (EPA, March, 1979)

Major deposits of uranium are located in the southern half of Utah. (EPA, March 1979) Mining and processing of this energy source is the exception in Utah. While the fossil fuels are getting a lot of attention, activity in the mining and processing of uranium is being reduced. No immediate forecasts for new projects associated with its production were found. There is a project being considered in southeastern Utah that is related to this energy source. It is a nuclear waste repository. A publication by the Department of Energy (DOE) outlines some of the impacts this facility will have if it is located in Utah. The following is a list:

...4,000+ increased population

...1,200 new families

...1,200 new housing units

...additional public services - sewer, water, classrooms, solid waste, health, polic, fire, etc.

...$800 million repository capital construction cost

...increased local commerce, tax revenues, bank deposits

...new railroads

...improved highways

(DOE October 1981)

Geothermal energy sources in Utah are getting more than casual interest from developers, but large developments are not anticipated. Test wells have been developed near Milford, Utah. Potential for geothermal power generation appear to be primarily in a band extending from north to south in the west-central section of the state. (EPA, March 1979)

WHAT WILL BE THE IMPACTS OF ENERGY DEVELOPMENT ON THE RECREATIONAL RESOURCES?

Based on the population predictions contained in Utah's State Comprehensive Management Plan, Utah's population will increase from about 1,500,000 in 1980 to 1,752,000 by 1985 and nearly 1,940,000 by 1990. Reasons for the growth will be resource and power plant developments in the rural areas of the state while urban growth will be caused by increases in manufacturing and service industries. These create the need for a larger labor force causing in-migration.

Utah's population has been on the increase over the past ten years (1970 to 1980). Table 1 illustrates how this increase has accelerated during the last year. (1979 - 1980) The table also shows how growth is occurring in every county, but not evenly throughout the state. Much of the state's population increase can be tied directly to the specific areas where energy projects are starting up. Population increases with its social problems and economic disruptions are anticipated in the various environmental impact statements for specific

TABLE 1

RAPID POPULATION GROWTH IN UTAH

County	4/1/70 Population	7/1/79 Population	4/1/70 to 7/1/79 Avg. Yearly Increase	7/1/80 Population	Last Year Increase
Beaver	3,800	4,355	60.0	4,398	43
Box Elder	28,129	32,356	457.0	33,467	1,111
Cache	42,331	54,819	1,350.1	57,706	2,887
Carbon	15,647	21,375	619.2	22,354	979
Daggett	666	748	8.9	764	16
Davis	99,028	142,447	4,693.9	147,897	5,450
Duchesne	7,299	11,860	493.1	12,666	806
Emery	5,137	10,988	632.5	11,641	653
Garfield	3,157	3,440	30.6	3,724	284
Grand	6,688	7,967	138.3	8,261	294
Iron	12,177	17,072	529.2	17,450	378
Juab	4,574	5,375	86.4	5,572	197
Kane	2,421	3,812	150.4	4,066	254
Millard	6,988	8,565	170.5	9,043	478
Morgan	3,983	4,778	85.9	4,963	185
Piute	1,164	1,239	8.1	1,339	100
Rich	1,615	2,030	44.9	2,132	102
Salt Lake	458,607	599,119	15,190.5	624,498	25,374
San Juan	9,606	12,125	272.3	12,281	256
Sanpete	10,976	14,048	332.1	14,752	704
Sevier	10,103	14,452	470.2	14,866	414
Summit	5,879	9,494	390.8	10,357	863
Tooele	21,545	25,445	421.6	26,183	738
Uintah	12,684	19,821	771.6	10,715	894
Utah	137,776	211,547	7,975.2	220,375	8,828
Wasatch	5,863	7,999	230.9	8,653	654
Washington	13,669	24,980	1,222.8	26,444	1,464
Wayne	1,483	1,883	43.2	1,944	61
Weber	126,278	141,861	1,684.6	145,389	3,528
TOTAL	1,059,000	1,416,000	38,594.6	1,474,000	58,000

(OFFICE OF STATE PLANNING COORDINATOR. January 29, 1982)

projects. The subject of population growth was discussed with the BLM special Project Staff and they verified that Utah has in the past year or two only started to experience this anticipated growth that will continue to accelerate. (Waddups, January 1982)

It helps to put the significance of Utah's population growth into perspective if it is compared with the rest of the country.

> According to the U. S. Bureau of the Census, the population in Utah has increased at an average annual rate of 2.59% from 1970 to 1976 while the average increase nationwide has been .87% per year for the same period. (UORA, 1980) This population growth rate has accelerated to about 3% in 1980.

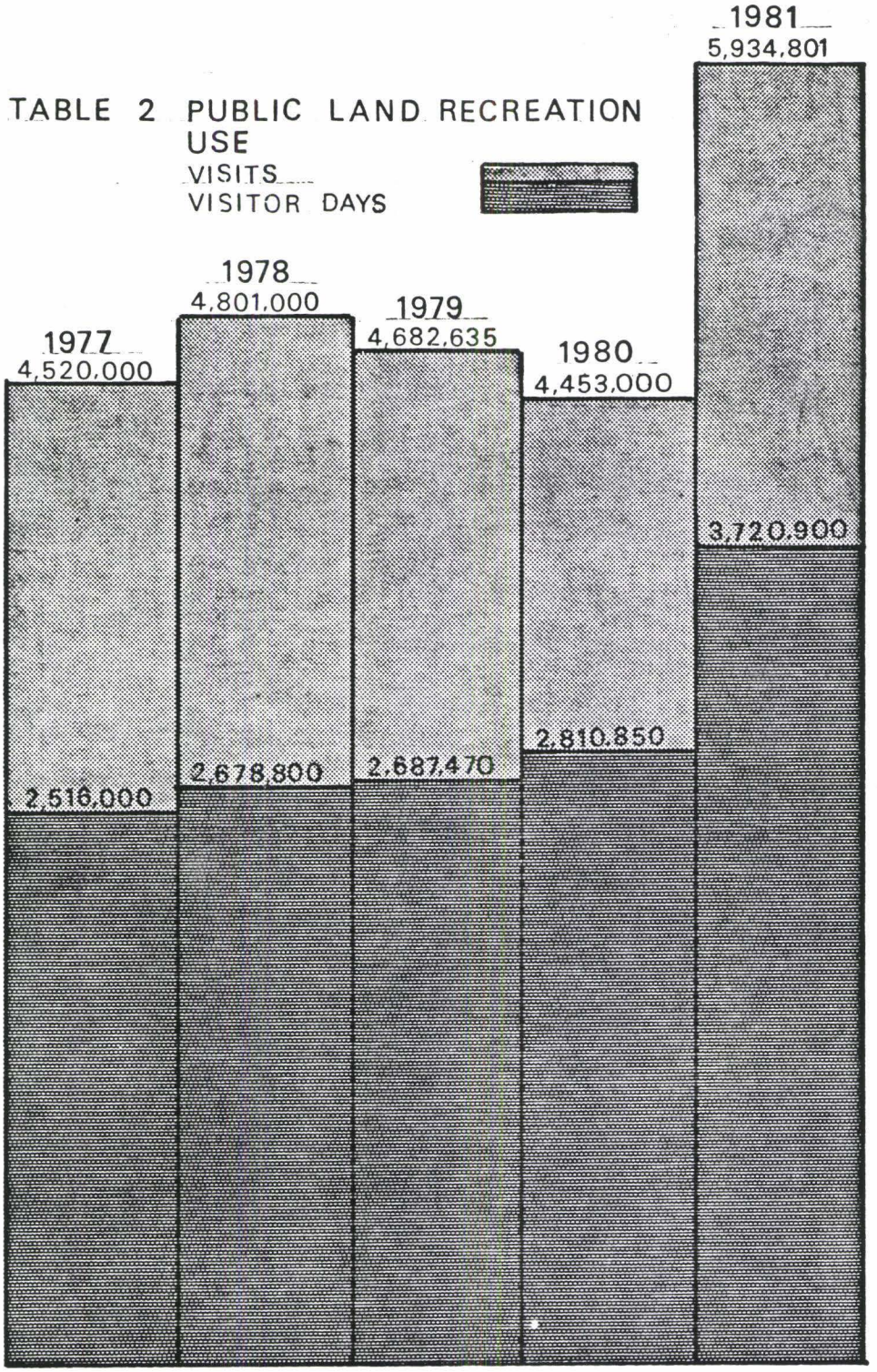
In order to assess impacts of increased population on the recreational resources, it is necessary to look at past recreational use data to establish what the trends are. Table 2 graphically illustrates recreation visits and visitor days from 1977 through 1981. Prior to 1981 this use on the public lands was averaging approximately a 10% increase for both visits and visitor days. (BLM annual Statistical Reports 1970 - 1981)

Dr. John D. Hunt, Director of the Institute of Outdoor Recreation and Tourism and Dean of the College of Natural Resources at Utah State University made some significant observations concerning visits to state parks. Speaking to the topic of The Energy Crisis and State Parks, he said:

TABLE 2 PUBLIC LAND RECREATION USE

VISITS

VISITOR DAYS



(BLM Annual Statistical Reports, 1977 - 1981)

"Simply, people stayed home or closer to home. While recovering somewhat this last summer, tourism was down, down, down in many areas. Especially it was down in the less populated, wide-open areas of the West. Of course, I am generalizing, as there were isolated examples of success. But residents could in no way significantly offset the economic impact lost by a significant reduction in nonresident travel. In 1979, national park visitation figures (generally highly correlated to nonresident travel in our regions) were down. Port-of-entry visitor center visitation was down. In Utah, it was way down---off 40% to 60% from 1978. Highway traffic volumes were off. While we have yet to know for sure what has happened in 1980, we suspect some improvement. Nonetheless, patterns are changing, and will continue to change.

Why was tourism down drastically in 1979? Simply, as American travelers we were scared. Gasoline was (or more importantly was perceived to be) in short supply and more expensive. It is difficult to separate rising gasoline prices from other increases in travel-related prices and general inflation. In the past few years inflation in travel-related costs has far outstripped the alarming general rate of inflation in this country." (Hunt, 1980)

An analysis of the two fastest growing recreational activities on BLM Lands in Utah, float boating and back-country use, shows some correlation with Hunt's report on recreation use in state parks. There does appear

to be a flattening out or at least a slow down in the rate of increase. There was, however, a rebound to an increase rate that is greater than prior to 1978 and 1979. (See Appendix I.)

There are a number of problems associated with energy development in addition to the large anticipated increases in population. Air quality in Utah is becoming a major concern not only from the aspect of public health, but also its effect on recreational resources. Much of the state's recreational resource is its outstanding scenic attractions and vistas. Recently constructed coal-fired power plants seem to be a factor in reducing visibility in some of these scenic areas in spite of efforts to locate them in areas where they will have the least probably effect.

Water quality for recreational use is likely to be affected downstream from mining and processing operations. Water levels along streams and shores of reservoirs will be affected by fluctuating demands for peaking power at hydroelectric-generating plants.

In most areas of Utah's public lands, it will be difficult to restore or reclaim areas disturbed by strip mines, power transmission lines, coal slurry pipe lines and oil and gas lines due to arid climatic conditions. At best it will be expensive. Operational structures required by industry will also detract from scenic vistas. New access roads will have the same disruptive effect on the Utah landscape. These roads, many of them unpaved, will contribute to reducing air quality from dust and increase erosion that will affect water quality.

Use of off-road vehicles on the public lands is increasing both from mineral exploration activities and as a result of the increase in population. This use has the potential to degrade scenic landscapes, affect vegetation and water quality if it is allowed to develop in an uncontrolled manner.

Displacement of recreation users is probably taking place as crowding begins to occur in many recreation areas. Documentation of this, however could not be found. It has been the investigator's observation that developed oudoor recreation sites of the USFS, BLM, NPS and State Parks are currently (1981) being used at near capacity and over-crowding can be observed at many of them.

Commercial River runners have been expressing concern about the effects of hydroelectric power plants, modifications on existing dams for peaking power, the White River Dam for oil shale development, and a large nuclear power plant being proposed on the Green River. (WRGA, February 1982)

Wilderness advocates are concerned about Interior Secretary James Watt's proposal to possibly allow mineral development in designated wilderness.

> "As minerals manager of the public's lands, I will oppose a single-use designation of those lands if there is evidence that their withdrawal means a significant loss of fuel or non-fuel mineral resources vital to our economy and the nation's interest." (Deseret News, March 27, 1981)

This concern is even greater for the several wilderness study areas inventoried by the BLM and USFS due to changing Federal policy. These studies on the public lands are required by legislation. (FLPMA, October 1976)

WHAT ARE THE MAJOR RECREATIONAL RESOURCES IN UTAH THAT WILL BE AFFECTED BY ENERGY DEVELOPMENTS?

> "The federal government plays a major role in providing and administering outdoor recreation facilities in Utah. In addition to managing eight national forests, it also administers five national parks, seven national monuments, and two national recreation areas. Although some of these recreational areas are in remote regions, visitors number from a few hundred each year at some areas to over a million at Zion National Park. Several excellent recreational areas are located near major population centers of the State and are extensively used by area recreationists.
>
> The federal government is also responsible for Utah's five primitive areas (extensive natural, wild, and underdeveloped areas essentially removed from the effects of civilization). The High Uinta Primitive Area is administered by the U. S. Forest Service; Dark Canyon, Grand Gulch, and paria Canyon Primitive Areas are administered by the Bureau of Land Management. The Lone Peak Wilderness Area was created in portions of Salt Lake and Utah counties in 1978." (UDRA 1980)

Dispersed forms of recreation occur on most of the state and federal lands of the state. Acreages managed by the various agencies are listed:

AGENCY	ACRES ADMINISTERED
Public Lands	22,070,000
National Forests	8,048,000
National Parks, Monuments and Recreation Areas	1,921,000
Department of Defense (These lands are not available for recreation)	1,874,000
Indian Reservations	2,274,000
State Land	7,502,000
Total water area in Utah	1,805,000

(Draft BLM Facts and Figures, 1981)

PERCENTAGE OF TOTAL STATEWIDE RECREATIONAL FACILITIES - 1977

(SCORP 1980)

Federal Agencies	31%
Private Organizations	23%
Schools	20%
Communities	18%
Counties	4%
State Agencies	3%
American Indian Tribes	1%

PERCENTAGE OF TOTAL ACRES OF LAND FACILITIES FOR OUTDOOR RECREATION -1977 (SCORP 1980)

Federal Agencies	58.9%
State Agencies	23.2%
Private	12.2%
Communities	1.8%
Counties	1.6%
Schools	1.4%
American Indian Tribes	.9%

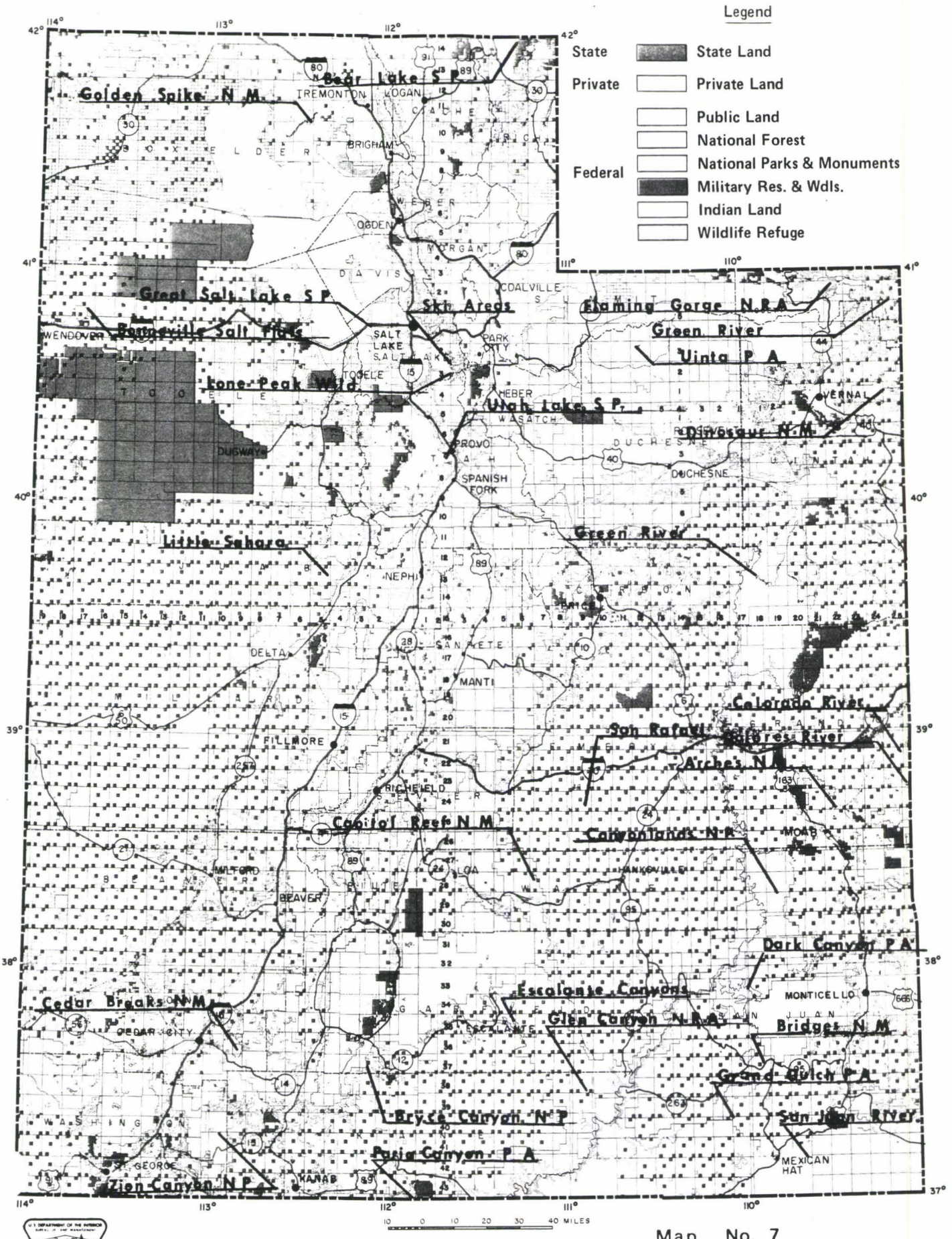
Map No. 7 shows the major recreational areas of the state.

IN WHAT WAYS WILL ENERGY DEVELOPMENT BENEFIT RECREATION USE OF THE PUBLIC LANDS?

Critics are quick to point out the impacts of energy developments and how the change will affect their special interest. For example, the Western River Guides at their annual meeting in February, 1982, spent considerable time discussing the impacts Glen Canyon Dam has had on their business. Their complaints cannot be dismissed lightly since theirs is a multimillion dollar business in the area. (WRGA, February 1982)

The reservoir has also created multimillion dollar tourist receipts above the dam. The dam created easy boating access to some of the state's most scenic red rock canyons such as Escalante Canyon. Rainbow Bridge can now be accessed and viewed by many. Without the lake, these and many others would only be viewed by the most hearty recrea-

UTAH LAND STATUS



U.S. Department of Interior
Bureau of Land Management

Map No. 7
Recreation Resources

tionists. The lake itself flanked by red sandstone cliffs is one of our country's most scenic areas. Power boating, fishing, water skiing, and camping by boat in remote and secluded back country beaches are among the quality experiences offered by the lake.

New roads provide public access to the public lands. For example, proposed paved roads to accommodate the new Moon Lake Power Plant and White River Dam extraction of gas, oil, oil shale and tar sands in the Bonanza and Book Cliffs area will connect I-80 in Grand County to the Uinta Basin. The Book Cliffs prior to these developments was one of the most remote areas of the state. The solitude of the area will be lost but its scenic resources will be accessed and enjoyed by recreationists from primarily the Uintah Basin, Grand Junction, Colorado area and the Moab, Utah area.

WHAT IS THE BLM ROLE IN PROVIDING PUBLIC OUTDOOR RECREATION?

The "Outdoor Recreation Policy Act" requires all heads of agencies to carry out their own responsibilities in conformity with a Nationwide Outdoor Recreation Plan. The mandates of Public Law 88-29 are as follows:-

1. "Prepare and maintain a continuing inventory of the outdoor recreation needs and resources of the United States;
2. Prepare a system for classification of outdoor recreation resources;
3. Formulate and maintain a nationwide outdoor recreation plan;

4. Give technical assistance and cooperate with the states, their political subdivisions, and private interests;

5. Encourage interstate and regional cooperation in planning acquisition and development of outdoor recreation opportunities;

6. Sponsor, engage in, and assist research and education programs;

7. Encourage interdepartmental cooperation and promote coordination of Federal plans and activities generally relating to outdoor recreation; and

8. Accept and use donations for outdoor recreation purposes."

(Outdoor Recreation Policy Act 1953)

The Heritage Conservation and Recreation Service (HCRS) was given the assignment to prepare and maintain the nationwide outdoor recreation plan. In preparation of the 1979 edition of this plan, there was a task force report "Role/Functions of Federal, State and Local Public Agencies." This Task Force said they viewed the role of the federal agencies to be:

1. "To maintain an updated National Outdoor Recreation Policy. The Nationwide Outdoor Recreation Plan considers priorities for action and monitors progress and distribution of citizen recreation opportunities and the status of useable resources;

2. To create needed legislation to implement the Policy and to assure coordination of various legislative proposals affecting recreation;

3. To promote the comprehensive nature of social and land

use planning and to integrate recreation into planning for all other segments of resource uses and life styles;

4. To manage Federal recreation lands as provided for in existing legislation and to continually review national priorities for recreation in determining management practices. To assure the basic recreation opportunities to use and enjoy these resources and manage these to protect those features which make them attractive for recreation uses;

5. To conscientiously review the possibilities to provide for some types of public recreation on Federal lands not now managed for that purpose;

6. To acquire and manage for public enjoyment only those additional resources that are truly national in importance, uniqueness, or scope as to historic, scenic, scientific, or recreational significance; or such resources which are Interstate in character; or which provide identificable recreation opportunities associated with multiple-purpose projects; or provide opportunities as a part of production management or resources necessary to the national economy or environmental welfare; or those limited resources which in specific instances are a recognized supplemental need to a state program;

7. To educate the public about resource and environmental problems associated with recreation and how these interrelate;

8. To promote and monitor statewide comprehensive outdoor recreation plans and integrate them into a nationwide concept of resource use;

9. To promote the coordination of such plans into overall state resource planning;

10. To produce sufficient research on a national scale to provide information and assistance to Federal, State, Local, and private interests to identify particular job responsibilities and citizens' needs to utilize recreation resources;

11. To provide appropriate technical assistance to the State to help them in accomplishing comprehensive planning and in undertaking proper organization and staffing for this job; and to assist them in setting appropriate priorities for action associated with the plans they produce; and to help them set guidelines for operation and management of their resources. In conjunction with the States and where appropriate to provide such assistance to local agencies and in limited situations to private enterprise;

12. To further develop a responsibility to implement the nationwide and State plan processes by a coordinated program of grants and financial aid through the State to State and local agencies, and a loan program to private enterprises--such programs to be closely structured to implement the priorities of these plans." (Nationwide Outdoor Recreation Plan Task Force Report, 1978)

The role of the BLM in managing the recreational resources is more specifically given in the "Declaration of Policy" Section 102 of the "Federal Land Policy and Management Act".

Paragraph (7) of this section states:

> "Goals and objectives be established by law as guidelines for public land use planning and that management be on the basis of multiple use and sustained yield unless otherwise specified by law"

Paragraph (C) of Section 103 defines multiple use:

> "The term 'multiple use' means the management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in use to conform to changing needs and conditions; the use of some land for less than all of the resources; a combination of balanced and diverse resource uses that takes into account the long-term needs of future generations for renewable and non-renewable resources, including but not limited to, recreation, range, timber, minerals, watershed, wildlife, and fish, and natural, scenic, scientific and historical values; and harmonious and coordinated management of the various resources without permanent impairment of the productivity of the land and the quality of the environment with consideration being given to the relative values of the resources and not necessarily to the combination of uses that will give the greatest economic return or the greatest unit output.

Paragraph (8) of Section 102 further declares the policy pertaining to Outdoor Recreational Use and occupancy of the public lands. This paragraph includes most of the other recreation related public land resources as follows:

> The public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use."

It is interesting to note that prior to P.L. 94-579, the BLM did not recommend to Congress designation of wilderness areas since the agency was NOT specifically mentioned in the Wilderness Act of September 3, 1964. Congress resolved the question about BLM wilderness management by including Sec. 603 in the FLPMA. This section specifically requires the BLM to inventory, study and make recommendations on wilderness to the Congress. It also provides for BLM management of wilderness areas on the public lands so designated by Congress. (94th Congress, P.L. 94-579, October 21, 1976)

Since the FLPMA, the BLM has been attempting to further define its role in recreation management. During the period of January-July, 1979, the BLM conducted an evaluation of its recreation management

program. This evaluation found that "the recreation management program in BLM has never been able to compete effectively for management attention against the momentum of more traditional commodity programs such as range, energy and timber." The evaluation team found an increasing recreation demand, but a lack of data on existing uses, and could not quantify the recreation use or draw solid conclusions about demand and trends.

> The Bureau's Recreation Management Program is a paradoxical combination of great opportunities and serious problems. Opportunities lie not only in the recreation resources on public lands and their potential for satisfying soaring public demand, but also in helping the Bureau build the kind of broad public support necessary to accomplish its overall mission of multiple use management. Problems center around an historic lack of management emphasis, weak program development, and grossly inadequate funding. These problems are closely interrelated and must be dealt with comprehensively in any realistic strategy for program revitalization. (BLM Evaluation Team, January-July, 1979)

Five years after the FLPMA, the Bureau is still trying to clarify its role in outdoor recreation management. Charged with multiple use management, the BLM like the USFS will undoubtedly continue a policy of managing the more rural forms of recreation, leaving the responsibility for concentrated urbanized forms of recreation management to state, county and local governments.

There may be a difference in how the state and the federal agencies view each other's role in managing recreation in Utah as indicated by the following statement in the 1980 SCORP. Of particular interest is the State reference to the Uinta Basin where major energy developments are taking place.

> "On page 8.03 of the 1974 Utah SCORP (The Second Plan) a delineation or listing of outdoor recreation responsibilities was presented. Some federal agencies have somewhat misunderstood one responsibility that is theirs as well as land managing agencies. This issue involved federal agencies providing for needs which are other than multi-state, national or international in scope. According to Utah's analysis of responsibility for meeting outdoor recreational needs, in addition to national needs, federal agencies and their respective resources and facilities must assume some statewide, county and local recreational needs. This becomes of particular importance in those areas of the State that have a preponderance of federal land with little if any local or private property which has adequate recreation potential or attractiveness. This is particularly true in the Uintah Basin (District 7), the southeastern section of the State (District 8), and in areas of Districts 5 and 6. It is immediately apparent in land ownership patterns near settled regions and where attractive recreation exists--most of which is on Indian Tribal Lands or federal lands (National Resource Lands or National Forest Lands) in these areas." (UORA 1980)

HOW IMPORTANT IS IT TO MANAGE RECREATION ON THE PUBLIC LANDS?

The Federal Government in 1953 created the Outdoor Recreation Resources Review Commission. At that time, President Eisenhower said:

> "Recreation promotes health and health means strong people upon which the future of our Nation depends. Our recreation resources are as much a part of our national resources as our minerals, our fuels, and our forests.
>
> The increasing pressures of our population, our need for healthful exercise and recreation, necessarily call for an increase in our existing recreational facilities." (HCRS. Nationwide Outdoor Recreation Plan, 1979)

Dr. Frederick R. Woolley, Division of Family and Community Medicine at the University of Utah, while addressing participants of the "Symposium on Leisure, Park and Recreation" at the University of Utah on November 20, 1981 made several significant statements concerning problems that face Utah due to energy related population growth. Referring to miners, oil rig operators, construction workers, etc., he stated:

> "We are dealing here with a group of people who might be stereotyped as having limited judgment in terms of health care, safety, moderation, etc. They are adventuresome, aggressive, often inconsiderate of societal values and particularly environmental considerations. They tend to be a rough-and-tumble

group, and their recreational activities tend to be rough-and-tumble activities.

This presents a serious problem not only for recreation but for public health. The emergency room facilities for these areas provide dramatic evidence of the difference in the kinds of accidents seen in these areas, with these people, than are experienced in other areas. We also see a tremendous increase in amoebic dysentery and related disorders from ingesting dangerous drinking water....

We should also recognize that the third leading cause of death among males and females is <u>suicide.</u> To me, that is the ultimate preventable disease. As we increase the social pressures in communities like these, with all their problems of isolation, instability and lack of personal services, we are bound to see an increase in suicide--a frightening thing to contemplate.

In these areas, we see other significantly serious social and emotional problems, such as child and spouse abuse, crimes against property, family disturbance, substance abuse, and crimes against persons. Statistics from other energy boom-town areas have been appalling--increases up to 900%."

Dr. Woolley went on to say that he has not been able to find research to know how much recreation outlets, especially outdoor recreation areas and facilities, do to mitigate these problems, but he believes recreation management is the best tool available to combat the problems.

In partial response to questions about mitigation, he said "...for instance, we could force these companies to do something in the preventative areas right now, before the plant (referring to a proposed power plant) is operating in 1990. This is entirely reasonable and vital in our prevention of these serious problems." When a severance tax was suggested, Dr. Woolley said, "...remember that the severance tax comes into play only when the material has been produced and delivered." He reasoned that this is too late. The problems occur during the energy exploration and construction phases. "Most of all we must recognize that mitigation is a before problem, not an after problem". (Woolley, November 29, 1981)

Speaking on the same topic, David Conine, Utah State Planning Office, observed that "a major problem in the next decade is the declining recreational budget and the increasing demand. It is ironic that just as we reach the greatest need ever, we have relatively the least amount of money. Some of our governmental bodies still regard recreation as a luxury." (Conine, November 20, 1981)

Woolley's and Conine's observations are not without basis. The investigator interviewed Keith Counts, owner of "Adventure Bound", a major whitewater river running company who has BLM permits on the Green River in Desolation Canyon and the Colorado River in Westwater Canyon. He stated that the majority of the adults he takes on trips are people who work at stressful jobs and they consider the trips not a luxury, but that the escape to an outdoor recreation setting away from business and work-day pressures is essential to their effectiveness on the job, and overall physical and mental health.

(Counts. February 1982)

The American Forestry Association in their report on the National Conference on Renewable Resources said:

> "The physical and mental benefits achieved through recreation are essential to the stability and well-being of individuals, family units, and societies. The private sector and governments are expected to offer recreational activities and to protect the freedom of individuals to choose among varied recreation opportunities.
>
> Recreation is a major component of our economy, generating economic activity of some $218 billion annually. Recreation opportunities are an important factor in attracting foreign visitors to this country and a contributor to the positive balance of payments.
>
> Recreation is the most direct contact for millions of people with renewable natural resources and is a valuable vehicle for environmental education.
>
> Successful management of recreation programs is difficult becsause of the complex human interations within a finite resource base, increases in leisure time suggest that management challenges will increase in the years ahead.
>
> It is anticipated that public spending on recreation programs

> will be closely examined in the future. At the same time, demand for recreation opportunities is expanding. The private sector can and should satisfy more of the demand. Fundamental decisions are required on the appropriate role of governments at all levels in providing recreational opportunities and on how public recreation programs should be funded." (AFA, December, 1980)

In this paper anticipated increases in Utah's population are discussed under the sub-heading What Will be the Impacts of Energy Development on the Recreation Resources? Perhaps of equal importance is the age group projections within the state's population. It can be assumed that the work force being attracted to the state will be primarily 45 years or younger and many of these will have young families. The state has also made age group projections that

> "...indicate increases already evident in the "high participation ages" of the younger segments of Utah's population will continue well into the future. This trend has obvious recreational significance and will cause increasing demands for "active" recreational areas beyond those facilities now being provided. Of particular significance are the projected increases in the 30 to 39 year range. By 1990, this age bracket will comprise 18.0% of the total population, second only to the 5 to 14 year range." (UORA, 1980)

Table 3 lists recreation activities provided on the public lands and additional state wide needs for managing these uses by 1990.

TABLE 3

Recreation Occasions/User Days/1990 Needs

ACTIVITY	1/ 1977 ACTIVITY OCCASIONS	2/ 1977 HRS USE/ OCCASION	1977 USER DAYS	1990 NEED
River Running	131,500	5.3	58,079	10 additional access points
Canoeing/Kayaking	107,100	5.4	48,195	15 additional access points
Family Picnicking	1,130,880	3.5	329,840	240 additional facilities
Group Picnicking	1,293,120	3.5	377,160	240 additional facilities
Interpretive Trails	--		1/4,704	Identify additional opportunities
Four Wheeling	630,700	--	1/2,221,625	Develop training & riding sites in urban areas
Hiking/back packing	2,227,100	3.2	726,720	Identify Opportunities
Family camping	4,796,800	16.0	63,957,333	178 additional sites
Group camping	3,018,000	16.0	48,288,000	68 additional sites
Trail Biking	1,264,000	2.4	252,800	Development of training & riding areas
Hunting big game	3,410,900	7.8	2,217,085	Leisure Education Programs
Fishing	3,785,400	6.1	1,924,245	Leisure Education Programs
Mountain/Rock Climbing	225,900	3.2	60,240	Leisure Education Programs
Hang Gliding	102,400	5.4	46,080	Develop Information Base

1/ (Utah SCORP Summary 1980)

2/ (Utah SCORP 1980)

EXPLANATION OF TABLE 3 (Utah SCORP 1980)

ACTIVITY OCCASIONS: One recreation visit regardless of the amount of time spent. For example, if an individual spent 1 hour fishing it would count as a single activity occasion. If he/she returned and fished for two hours later the same day, another activity occasion would be counted. However, if he/she fished only once during the day for three hours only one activity would be counted.

USER DAYS: Recreation use totaling 12 hours by one or more persons.

In a state publication Urban Trails in Utah, it was disclosed that at least 90 miles of bicycle trails/paths; 7 miles of pedestrian/hike/job trails; and 31 miles of equestrian trails must be constructed or designated each year through 1990 to realize the current (1978) minimum level of needs." (OURA, 1978) The investigator notes that since the intent is that these trails be near urban areas, only a small portion could be provided on the public lands.

Hunt in an article written for Utah Science in December, 1974, "Tourist Dependency" explained the economic importance of the state's recreational resources. This article ranked Utah in the top dozen states in tourist dependency. He said Utah's neighbor Nevada is the state most dependent on tourism. Within the state, he explains:

> "it is possible to compare the regions in tourism dependency following the same procedure developed to compare the states." (Table 4 lists the regions and their per capita personal income, gross nonresident tourism expenditure, per capita tourist expenditure, and resulting tourism impact or dependency factor.)" The higher the tourism impact factor the more important tourism expenditures are to the personal wealth of the residents in the region.
>
> The data clearly indicate that Color Country, the five-county southwestern region, is relatively the most tourism dependent region in Utah. A more detailed examination of the data would show some extremely high county dependencies in this region which are smoothed out in the regional analysis. Kane and

Garfield counties have Tourism Impact Factors of 58.3 and 33.9 respectively, when calculated independently. These figures suggest an extremely high tourism dependency in these counties. Anything which would adversely affect tourism in general would be most heavily felt in these two counties.

The Canyonlands Region is the second most tourism dependent region in the state. Panoramaland, Dinosaurland, and Castle Country are, relatively, midway in the ranking of tourism dependency.

In the Golden Spike Empire, Bridgerland, Great Salt Lake Country, and Mountainland, essentially the northern half of Utah, tourism is not as significant a part of the personal wealth and overall economy as is the case for other regions of the state. There is one notable exception in the area that deserves special note. Summit County, one of the three in Mountainland, is relatively tourism dependent. It would receive a Tourism Impact Factor of 10.8 if examined independent of Utah and Wasatch Counties.

In many parts of the United States the tourism and recreation industry has long been recognized as an important economic development tool. In Utah it has been approached with sporadic attention and considerable apathy. Although state government and some communities have recognized tourism as a legitimate

industry, many areas have done little to give it leadership and a place in economic development plans.

In a time of economic uncertainty, mounting unemployment, and energy scarcity it seems paramount that a state such as Utah take stock of its future. In any such analysis, agriculture, tourism, and small industrial development must be given careful and earnest consideration.

Present estimates indicate that nonresident vacationers who visit and pass through Utah spend approximately $100 million each year in the state. Utah residents spend another $60 million to $70 million outside of their home communities in other regions of the state on recreation related expenditures. These dollars, expended in the normal economic process, contribute significantly to personal income, tax receipts and the general welfare of Utah citizens." (Hunt, 1974)

Table 4 Tourism impact factors for the Utah travel promotion regions

Region	Population[10] (1972)	Per Capita Personal Income	Nonresident Tourist Expenditures[11] (in thousands)	Per Capita Tourist Expenditures	Tourism Impact Factor[12]	Relative Importance Score
Bridgerland[1]	46,500	$2,907	$1,619	$ 34.82	1.2	2
Canyonlands[2]	16,900	3,020	3,745	221.60	7.3	8
Castle Country[3]	21,700	3,489	2,701	124.47	3.6	5
Color Country[4]	39,100	2,794	17,294	442.30	15.8	9
Dinosaurland[5]	24,800	3,535	3,650	147.17	4.4	6
Golden Spike Empire[6]	274,500	3,435	4,251	15.49	0.5	1
Great Salt Lake Country[7]	504,000	4,482	30,347	60.21	1.3	3
Mountainland[8]	162,600	2,728	7,572	46.57	1.7	4
Panoramaland[9]	37,600	2,581	5,478	145.69	5.6	7

[1]Cache and Rich Counties.
[2]Grand and San Juan Counties.
[3]Carbon and Emery Counties.
[4]Beaver, Garfield, Iron, Kane and Washington Counties.
[5]Daggett, Duchesne, and Uintah Counties.
[6]Box Elder, Davis, Morgan and Weber Counties.
[7]Salt Lake and Tooele Counties.
[8]Summit, Wasatch and Utah Counties.
[9]Juab, Millard, Piute, Sanpete, Sevier and Wayne Counties.
[10]Source: Billings, M.A. Selected Business Statistics — Utah Counties. Uta Economic and Business Review. University of Utah. 34(3)1-10.
[11]Source: Hunt, J. D., P. J. Brown, and A. Kinzler, Utah Motor Vehicle Travel — 1971-72 and Utah Air Travel —1971-72. Institute for the study of Outdoor Recreation and Tourism, Utah State University.

[12]$\frac{\text{Total tourist expenditure}}{\text{Resident population}}$ = per capita tourist expenditure.

$\frac{\text{Per capita tourist expenditure}}{\text{per capita personal income}} \times 100 = \text{Tourism Impact Factor.}$

(Hunt, 1974)

CHAPTER IV

Analysis

A high percentage of Utah residents have historically been pro-development, but there is evidence that this attitude is starting to change as they experience first-hand some of the effects of large scale development. Senator John Turner from Wyoming painted in words the picture many Utahns are starting to see:

> "It's doubled the population in some communities, brought in a rough crowd, caused an increase in mental health problems; divorce, alcoholism, and crime." Due to these increases 70 percent of the respondents in a public opinion survey of residents of Jackson Hole (in the park) favored strong land-use controls and very limited growth." (Leydet, December 1976)

ENERGY RESOURCES AND RECREATIONAL RESOURCES SHARE THE SAME GEOGRAPHIC AREAS.

Some of the nation's most valuable recreation resources occur in the same geographic areas of Utah as some of the nation's most important energy mineral deposits. (Compare Maps 1-6 and Map 7) This situation creates difficult decisions for land managers, but it also has the potential for partly mitigating the state's forecasted problems of rapidly increasing population growth and its resulting social, physical and mental health concerns near the homes and work places of the newcomers. Because of the close proximity of these two resources,

road building and improvements to serve the energy industry will also provide public access to recreation areas.

Unfortunately the energy minerals cannot be obtained, transported and utilized without some loss of recreational values. Solitude and wilderness values are the most likely to be impacted. These recreational experiences are being replaced by increased ORV use, family camping, etc. which are activities more to the right of the recreation opportunity spectrum.

This shift requires more in terms of recreation developments such as campgrounds and motorbike trails to adequately manage the use. It would be appropriate for state and federal officials to plan for recreational needs as part of the price of energy development. Utah residents will also need to realize that the displacement of wilderness-type recreation along with some loss of air quality, water quality and scenic landscape are all part of the price they pay for economic growth associated with energy production.

MULTIPLE USE PLANNING

Multiple use planning as practiced by the BLM should allow both the development of energy and recreation in places where uses are compatible. Where these uses are not compatible, tough decisions will have to be made on the most beneficial use(s).

The FLPMA in defining multiple use indicated the best use may not necessarily be the one that produces the greatest revenue, but considering how the country's fear of running out of energy dominates the

mood in Utah and considering the political emphasis on cost recovery in natural resource management, and that recreation has not been revenue producing in the past, it appears there will be an all-out effort to maximize energy production at the expense of other resource values. The energy effort is well financed and is endorsed by state and federal governments. Recreation development on the other hand lacks the kind of commitment it needs.

The recreational resources in the state are among the nation's foremost as evidenced by the large number of National Parks and National recreation Areas; but it should be understood that the BLM multiple use planning system is an issue-driven process. The major issue currently is how to develop the energy resource which includes pushing out of the way any roadblocks that might interfere with the effort to make the country free from reliance on foreign energy sources. Public land managers in Utah will have to be alert to the long range, and often unvoiced, issues of recreational needs.

RECREATIONAL NEEDS THAT CAN BE MET BY THE BLM

The question of assessing recreation needs is difficult in itself. It becomes more difficult to assign to the various agencies what they should be providing. Federal lands in Utah make up nearly 64 percent of the state. Forty-two percent of the state's land surface acres are managed by the BLM and even more when the subsurface mineral estate reserved by the government is added. (BLM Facts and Figures, 1981)

With this in mind, it is obvious that the Federal government should play a major role in supplying recreational needs in Utah.

The nature of much of the land administered by the BLM make it suitable for dispersed types of recreation such as off-road vehicles, horse back trips, back packing and river running. Formal wilderness preservation authorized by the FLPMA has the potential of making a contribution to recreation on the public lands. Additions to the national system of wild and scenic rivers and the national trails system now being considered likewise have this potential.

Until the BLM completes a more clearly defined role definition for its recreation management and obtains the financial commitment required to successfully manage recreation on the public lands, the program will probably continue to be of minor concern for BLM managers. Management decisions favoring recreation can only be implemented to the extent funds are available. Until ways of funding the program are worked out, the state's desire for increased participation on the part of BLM to help supply recreational needs cannot be met, nor can the BLM carry out the role assigned the Federal agencies by the "Outdoor Recreation Policy Act" and the "Nationwide Outdoor Recreation Plan."

IMPORTANCE OF MANAGING RECREATION ON THE PUBLIC LANDS

Managers lack good data on how much recreation management contributes to the well being of an exploding population, but it should be significant that those who are in positions to make knowledgable judgments believe it to be essential. If this assumption is true, residents

of Utah should be willing to advocate for an appropriate balance between recreation management and energy developments providing they have the information on which to base a judgment.

Those companies who are drawn to Utah to develop the energy resourcse should also be interested in supporting recreation management in the areas they have to work. These companies benefit from being able to hold employees longer with less absenteeism and a more productive work force.

Maintaining the tourist industry in Utah is certainly not something residents and politicians in Utah should overlook. In 1981 dollars, this industry would be in excess of $200 million. Increased and better management of the public lands has the potential of greatly enhancing this industry and contributing to the tax base of the state.

CLARIFICATION OF BLM'S RECREATION MANAGEMENT ROLE

Based on the state's perception of the Federal role in recreation management and the BLM evaluation, there is a need to clarify Federal and State roles for recreation management and specifically the role of the BLM. While the FLPMA provides some specific guidance to BLM managers from the Congress, the recreation appropriations to carry out this mission have not been made.

CHAPTER V

Summary of Conclusions

Recreation in Utah has the potential of being a significant part of the state's economy and to enhance the quality of life for its residents. Even with energy development there will continue to be a wide spectrum of outdoor recreational activities from which to choose. These activities offer personal fulfillment and a release from tensions of today's rapid moving life styles.

Energy resource development is, however, being authorized on the public lands in Utah by the BLM and the industry will continue to grow until at least the year 2000. There are some minor benefits to recreation resulting from the development of the energy industry, but there will be some significant impacts on the recreational resource.

1. An in-migration of people in the age groups that most utilize the outdoor recreational resources is occurring along with the expansion of the industry. There will be an increase in recreation demand and an increase in social problems.

2. BLM's recreation management has the opportunity to help avoid some of the problems associated with rapid population growth. To do this will require: (a) sound land use planning; (b) defining of the Bureau's role in recreation; and (c) adequate funding for management and development of needed recreation facilities.

3. Some impacts to the public land recreation setting are unavoidable when considered under what would be practical expenditure to avoid them. There will undoubtedly be trade offs.

RECOMMENDATIONS

It is believed by many that outdoor recreation plays a vital role in reducing social and mental health problems, but no quantifiable data could be found to support this assumption. Research of this topic is recommended.

Since the "Outdoor Recreation Policy Act" of 1953, there have been major shifts in demands for resource utilization. This is particularly evident in the nation's need to develop its energy resources. Coupled with this is the evidence that the BLM and perhaps other federal and state land management agencies do not have clear concepts of their roles in recreation management. A timely recommendation would be to reconsider this Act and make clear to agencies recreation management responsibilities. This recommendation is based partly on changing resource management policies of the current (1982) administration.

During a time when the Federal government is trying to reduce federal spending, it will be difficult to ask tax payers to support efforts for the identified recreation management and facility needs. Recommendations for dealing with this problem include:

1. Charge user and entrance fees that stay with the managing agency (on site) to manage and maintain recreation areas and

facilities. This might include entrance fees for such things as private use on ORV trails, rivers and in the wilderness areas, as well as the traditional campground fees.

2. Encourage greater participation on the part of the private sector to provide commercial recreation on the public lands.

3. Since the energy industry is responsible for large in-migrations to certain areas and since the industry has adverse impacts on the recreation resources, a percentage of the mineral lease fees should be appropriated by Congress, OMB and the Department of Interior to provide required new recreation facilities and assist in resolving mineral related recreational problems. This recommendation is consistent with other land management practices. For example, wildlife habitat lost as a result of reservoir construction can be mitigated by required habitat improvements in the vicinity be added to the cost of the reservoir.

BLM states impacted by energy development could extend their recreational roles to working more closely with the energy development industry to avoid needless impacts and to help increase industry awareness of the impacts being created by both the increases in population and the potential damage to the physical resource. Two recommendations are made:

1. Provide specific companies with recreation inventory data and a brief on the specific public recreational values in the

areas in which they plan to work. It is believed many of the companies will be interested in helping to preserve these values if they are made aware of them and agreeable procedures can be negotiated.

2. The BLM could develop a brochure directed at the industry as an effort to educate them concerning public recreational values on BLM-administered lands. This brochure should be sent to all holders of mining claims and mineral leases. It could also be included as part of the information given to successful bidders on new leases.

A system of monitoring and reviewing the relationships of energy development and recreation problems would yield benefits to managers for dealing with future energy projects.

BIBLIOGRAPHY

American Forestry Association. Report on the National Conference on Renewable National Resources. November 30 - December 3, 1980.

Berkland, Curt. "Dedicatory Speech". Little Sahara Recreation Lands, April 17, 1976.

Counts, Keith. Adventure Bound, Western River Guides Annual Meeting Interview, February 11, 1982.

Daily-Sentinel. April 9, 1981.

Deseret News. March 27, 1981.

Emery County Progress. April 22, 1981.

Federal Land Policy and Management Act. PL 94-579 - October 21, 1976.

Hunt, John D. The Energy Crisis and State Parks. 1980.

Hunt, John D. "Utah's Tourism and Recreation Potential", Utah Science, December, 1974.

Harper, Candida. "Oil Shale: A Threat to Tourism" New Vail, Vol. 5 No. 2, Mid Summer, 1981.

Leydet, Francois. "Jackson Hole: Good-Bye to the Old Days." National Geographic, Vol. 150, December 1976.

Outdoor Recreation Policy Act, PL 88-29, 1953.

U. S. Department of Energy. Answers to Your Questions About High Level Nuclear Waste Isolation. October, 1981.

U. S. Department of Interior, Bureau of Land Management and Geological Survey. Mineral Inventory Map, March 1, 1975.

U. S. Department of Interior. Bureau of Land Management. Annual Statistical Reports, 1970 - 1981.

U. S. Department of Interior. Bureau of Land Management. Intermountain Power Project Final Environmental Statement. 1980.

U. S. Department of Interior. Bureau of Land Management, Washington Office of Program Evaluation. Program Evaluation Report - Recreation Management Program Analysis, January - July, 1979.

U. S. Department of Interior. Heritage and Recreation Conservation Service. Nationwide Outdoor Recreation Plan. 1979.

U. S. Department of Interior. Heritage and Recreation Conservation Service. 1978 Nationwide Outdoor Recreation Plan Task Force Report. Roles/Functions of Federal, State and Local Public Agencies. 1978.

U. S. Environmental Protection Agency. Office of Energy, Minerals and Industry. Energy From the West - Policy Analysis Report - Interagency Energy/Environment & D Progr m Report March, 1979.

Utah Department of Natural Resources. Utah Outdoor Recreation Agency. Utah State Comprehensive Outdoor Recreation Plan. 1980.

Utah Department of Natural Resources. Utah Outdoor Recreation Agency. Urban Trails in Utah - Element of the Utah State Comprehensive Outdoor Recreation Plan. 1978.

Utah Office of State Planning Coordinator. Population Estimates, January 29, 1982.

Vernal Express. January 15, 1981.

Waddups, Del. Bureau of Land Management Special Projects Staff. BLM Utah State Office, Interview. January 1982.

Western River Guides Association 1982 Annual Meeting. (Proceedings yet to be published) February 11, 1982.

Woolley, Dr. Frederick R. and Conine, David. "Energy! Pastime or Past Time?" Proceedings of Intermountain Leisure Resources Center - University of Utah Symposium on Leisure - Parks - Recreation. November 19-20, 1981.

APPENDIX I

BLM - DEVELOPED RECREATION SITES IN UTAH

Name of Site & Season of Use	Location and Access	Facilities									For information contact BLM Office in:
		Units									
		Camping	Picnic	8' Table	16' Table	Parking Stalls	Fireplace and/or BBQ Grills	Chemical Toilets	Flush Toilets	Drinking Water	
Baker Dam	U-18 20 miles north of St. George	6		6		6	6	X			St. George
Calf Creek (May-December) (3-mi. trail to scenic falls)	15 miles E of Escalante via U-54	10	3	11	6	50	12	X		X	Escalante
Canyon Rims Complex:	22 miles N of Monticello via US-163										
Anticline Overlook (April-October)	31 miles NW from US-163 on BLM road		2	2		15	3	X			Monticello
Hatch Point Campground (April-October)	23 miles NW from US-163 on BLM road	10		10		20	10	X		X	Monticello
Needles Overlook (April-October)	21 miles W from US-163 on BLM road		6	6		25	6	X			Monticello
Windwhistle Campground (April-October)	5.5 miles W from US-163 on BLM road	19		19		19	19	X		X	Monticello
Cedar Mountain (April-October)	16 miles SE of Cleveland on graveled county road		10	10		20	10	X			Price
Cleveland-Lloyd Dinosaur Quarry & Visitor Center (April-November)	15 miles E of Cleveland on graded county road		4	4		15	4	X		X	Price
Fisher Towers (March-Octooer)	20 miles NE of Moab on U-128		6	6		6		X			Moab
Hog Springs (Year around)	37 miles SE of Hanksville on U-95		8	8		20	4	X		X	Hanksville
Little Sahara Complex:	13 miles W of Nephi on										
Oasis (Year around)	U-132 then 9 miles W on	82		114		82	82		X	X	Fillmore
Jericho (Year around)	U-148 then 6 miles W on		41	41			41		X	X	Fillmore
White Sands (Year around)	county road	99		99		99	99		X	X	Fillmore
Lonesome Beaver Campground (June-November)	23 miles S of Hanksville on rough mountain road	8		8	3	20	8	X		X	Hanksville
Ponderosa Grove (May-November)	7 miles W of US-89 on graveled Hancock road	3	2	11		31	5	X			Kanab
Price Canyon (June-November)	15 miles N of Price on US-50-6 and 3 miles W on BLM road	18	12	30	10	70	32	X		X	Price
Red Cliffs (Nature trail) (Year around)	4.5 miles SW of Leeds on I-15 frontage road	10	2	10	2	20	12	X		X	Price
Sand Island (March-November)	2 miles W of Bluff on San Juan River	6		6		25	6	X			Monticello
Simpson's Springs (April- October)	32 miles S of Tooele on U-36, then 20 miles W of Faust on county road	14	3	17		14	14	X		X	Salt Lake
Starr Springs Recreation Area (Nature trail) (April-November)	50 miles SW of Hanksville on U-276	12	3	16		22	16	X		X	Hanksville

ESTIMATED RECREATION VISITS TO PUBLIC LANDS UNDER THE JURISDICTION OF BLM - FY 1981

Camping	Picnicking	Fishing	Hunting	Sight Seeing	Water Sports	Winter Sports	Off-road Vehicles	Other	Total
324,000	214,000	111,000	398,000	3,065,000	185,400	25,400	388,000	1,227,000	5,937,800

Note: A recreation visit is a visit to a BLM-administered area by a person for engaging in any activity except those which are part of or incidental to a gainful occupation, whether for a few minutes or a full day.

ESTIMATED RECREATION VISITOR DAYS TO PUBLIC LANDS UNDER THE JURISDICTION OF BLM - FY 1981

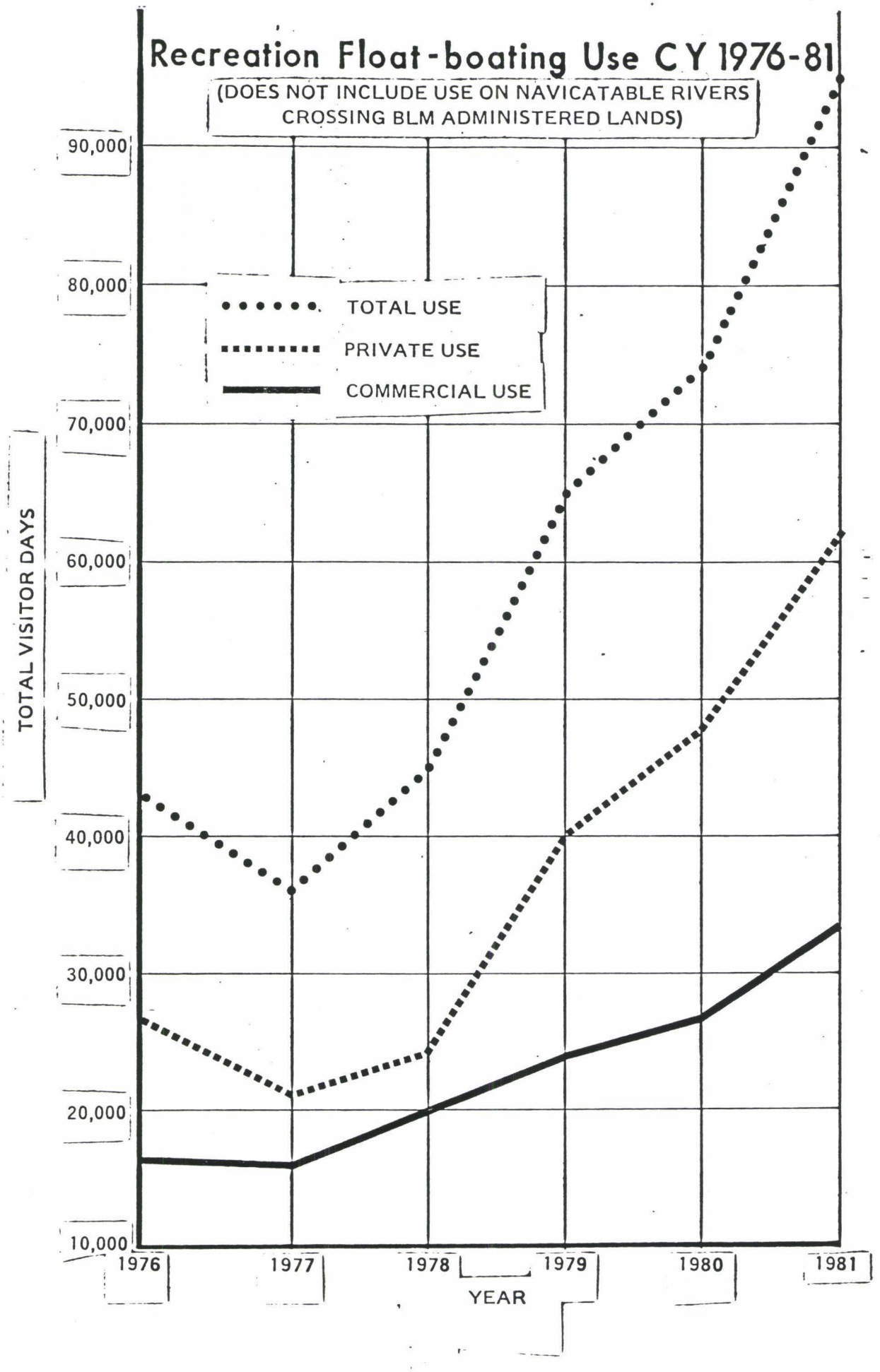
Camping	Picnicking	Fishing	Hunting	Sight Seeing	Water Sports	Winter Sports	Off-road Vehicles	Other	Total
406,000	134,000	82,000	242,000	1,213,000	221,000	22,000	248,400	1,141,000	3,709,400

Note: A recreation visitor day is recreation use totaling 12 hours by one or more persons.

RECREATION FLOATBOATING USE OF RIVER SYSTEMS UNDER THE JURISDICTION OF BLM - CY 1981

Name of River	Commercial Passenger Days	Non-commercial Passenger Days	Total Passenger Days
Colorado River Westwater Canyon from Colorado-Utah stateline to Rose Ranch	4,430	7,145	11,575
Colorado River from Rose Ranch to Castle Creek	12,000	12,000	24,000
Green River Desolation Canyon from Sand Wash to Green River, Utah	13,590	17,754	31,344
San Juan River	1,830	18,093	19,923
Dolores River	1,000	1,000	2,000
Upper Green River from Little Hole to Colorado stateline	413	3,853	4,226
White River	-0-	316	316
Virgin River	(not available)	1,800	1,800
TOTALS	33,263	61,961	95,224

Note: A passenger day is one person on the river for one day or a part of a day. The above figures do not include individuals on the river who are working for commercial outfitters, as guides or crew members of boatmen.

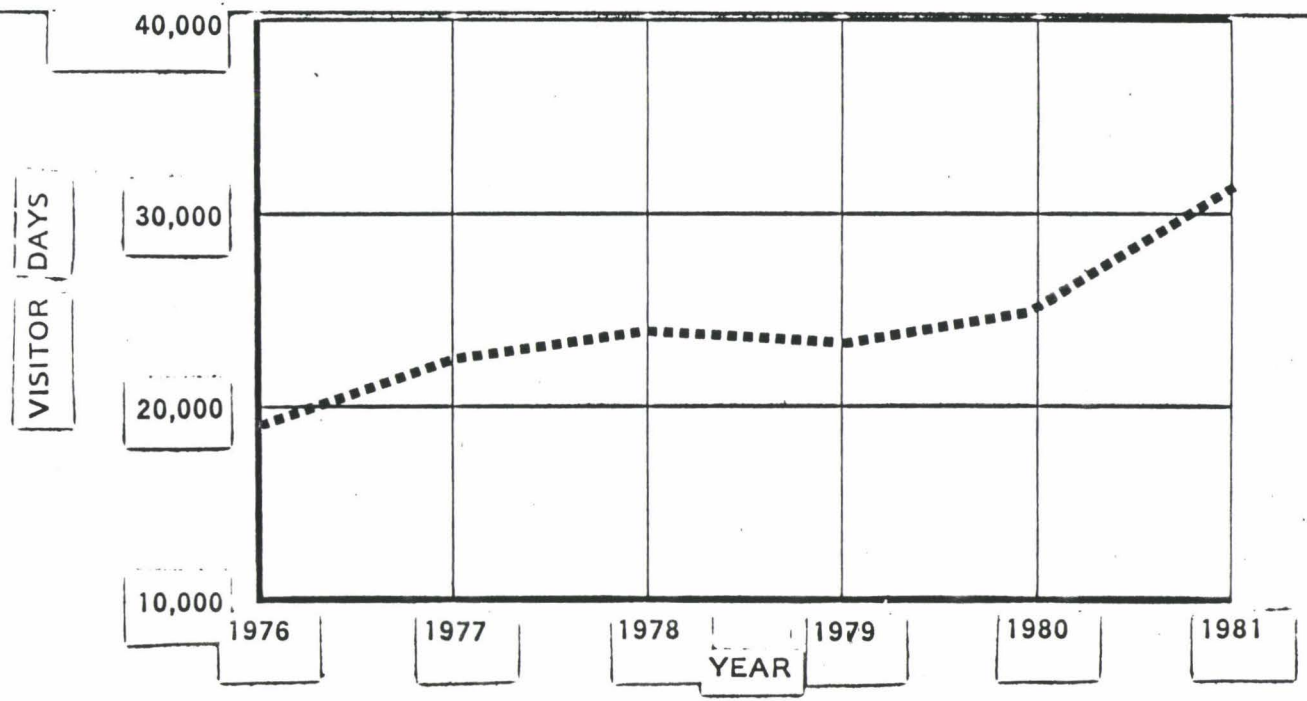

Recreation Float-boating Use CY 1976-81
(DOES NOT INCLUDE USE ON NAVICATABLE RIVERS CROSSING BLM ADMINISTERED LANDS)
TOTAL USE
PRIVATE USE
COMMERCIAL USE
TOTAL VISITOR DAYS
90,000
80,000
70,000
60,000
50,000
40,000
30,000
20,000
10,000
1976
1977
1978
1979
1980
1981
YEAR

Recreation Use of Designated Primitive Areas C Y 1981

Name of Area	Visitor Days*
Grand Gulch	12,130
Dark Canyon	8,050
Paria Canyon	10,000
TOTAL	30,180

*Note: A recreation visitor day is recreation use totaling 12 hours by one or more persons.

TOTAL VISITOR DAYS USE OF DESIGNATED PRIMITIVE AREAS DURING THE PAST 5 YEARS.



APPENDIX II

1981 Shoved Utah Closer to Threshold of a Major Boom

The mugging of a woman on a Delta parking lot may not have received much attention in Salt Lake City. But it is a crime that wouldn't have been expected in the small, Mormon-dominated town before the coming of IPP, the giant electrical generator being built northwest of the city of about 2,000 population. Delta residents had taken their small-town safety for granted.

But Delta and its smaller neighboring city, Lynndyl (Pop. 90), can expect more shocks as boom growth accompanies the project's construction over the next nine years. Big city-style crime is only one of them. The towns will undergo complete transformations as workers, most of them alien to the local culture, swell population to over 10,000 by 1986.

Boom Already Felt

Though ground was broken for the project only last October, the town has already felt the boom effects.

Land speculators have sent prices soaring. Lame-duck Delta Mayor Lee Roper said 100 by 200-foot lots that sold for $600 to $1,000 four years ago now sell for $8,000 to $12,000. Much of the land is sage-covered and without water or sewer services.

Housing rent has risen on the average from $175 to $450 a month, the mayor said, and outside investors, in some cases, have evicted long-time renters in order to demand higher rent from newcomers who will pay more.

"There's a lot of greed here," Mayor Roper said.

Forebodings of Future

Delta has already experienced a dramatic increase in drunken driving cases as construction workers fill its few bars. They are just forebodings of a general air of nuisance to come.

Bill Hanly, in reports for the state's Department of Community and Economic Development, foresees frequent bar brawls, family fights and more serious violence. He predicts construction camps of up to 800 single men will spawn not only rampant drinking but "whoring" as well. Quite a shock for Delta natives.

The state and IPP owner, the Intermountain Power Agency, are pumping money into housing, school and sewer construction and other measures to ease the boom.

It was a year when fighting Utahns breathed a sigh of relief upon learning that MX wouldn't be "racing" around their desert.

Matheson Unsatisfied

"We have made some great strides forward," said Gov. Scott M. Matheson, "but I'm not satisfied yet that we have a public policy to adequately deal with that kind of growth. We will monitor growth with the IPA and try to ameliorate the impact as much as possible.

"We don't have enough experience in this area or enough trained people yet," he said, "but I'm not overly critical because we have to learn as we go, and obviously we have a long way to go.

"It is certainly the first major test in our history of whether we can manage a boom situation responsibly," Gov. Matheson said.

The state is also being tested by "New Federalism," Ronald Reagan's program to shift power from the federal government to the states and cities. So far it has shifted only the burden of sustaining public services with much less federal aid.

$45-$50 Million Drop

Federal money for Utah will be $45 million to $50 million less this year, forcing the state to either fill the void with its own money or drastically cut or eliminate services. Gov. Matheson said it is a difficult task made more difficult by the federal government's refusal to shift power over the spending of federal aid to the states as promised.

A case in point: Gov. Matheson recently requested a waiver of a federal regulation severely reducing the length a single woman with children may receive a public assistance supplement to her income. The request was denied, leading state officials to worry that the women may discover their income is less without the supplement than it would be if they simply quit their jobs and drew full public assistance benefits.

Needs Flexibility

"We need flexibility over that spending or the work incentive will be destroyed, and we'll have more people on welfare," Gov. Matheson said. "It doesn't make sense."

The state also could use the power of flexibility in deciding how best to deal with cuts in federal aid for health, education and municipal services.

"The net effect is that there's a shift of burden to the state but not of the resources to deal with it," the governor said. "I had interpreted the New Federalism differently."

While Utah struggles to cope with the most recent federal cuts, President Reagan's budget man, David Stockman, has told the governor more reductions are planned.

Need Pressure

Some legislators believe a great deal of public pressure will be necessary to force the measures through the Legislature. But many legislators themselves realize Utah's growth forewarns of the coming of "big time" politics and the need for restriction of influence peddling, in particular.

Growth in Utah is synonymous with energy development. And although oil and gas production are developing naturally because of their inherent riches, coal production, although already soaring, is dependent on the development of its foreign market to realize full potential.

A Western Coal Task Force, chaired by Gov. Matheson, was at work in 1981 studying the prospects for coal producers to cash in on an Asian market expected to demand 25 million to 30 million tons of coal per year by 1990.

Considerable Increase

Utah already increased its coal export to the Far East from 600,000 tons in 1980 to 5 million tons in 1981. Coal export from Utah and seven other states will increase considerably over the next several years using existing rail transportation and West Coast port facilities.

But near the end of the decade, deeper ports will be needed to accommodate the super ships which will keep western coal prices competitive by hauling huge coal loads in fewer trips across the Pacific Ocean to save the Asians considerable transportation costs.

The coal task force believes it has convinced the Asians that those deeper ports will be developed if long-term coal contracts are reached.

Contracts Inevitable?

Gov. Matheson and other western governors are confident the long-term coal contracts are inevitable. If they are, Utahns can look forward to a bolstered state economy.

Discussion of coal always raises the issue of a severance tax. The governor and some legislators consider a coal tax an indispensible generator of money for cushioning the impact of booming growth.

Sen. Charles Bullen, R-Logan, is proposing a 2 percent tax on coal production. But legislators have rejected the tax in the past and Utahns can expect a battle over the issue during this month's legislative budget session.

No Longer Insulated

Utah is looking for any bright spot in the economy. Its diversity of business and industry no longer insulates its economy from national trends as was the case when Utahns depended more heavily on the federal government for their livelihood.

The state finds itself in a recession which Utah Job Service predicts will last through 1982. Unemployment rose from 5.4 percent to 6 percent in 1981, meaning more than 37,000 Utahns were out of work.

In the months ahead, Job Service predicts unemployment will average 6.2 percent, and 2,000 more Utahns will be out of work.

More New Jobs

At the same time the State Budget Office predicts new jobs will increase by 1 or 2 percent in 1982, an improvement over the past two years when the new job rate was no more than 0.5 percent, a far cry from the booming latter half of the 1970s, when jobs increased 7 percent annually.

Gov. Matheson said the state is diligently working to attract business to Utah. He believes efforts will be easier now that the specter of MX no longer hangs over the state.

What did MX have to do with attracting business to Utah?

"Businesses were frightened off because they thought they'd be competing with MX for labor and resources," Gov. Matheson explained. "MX's potential for sucking up resources (water in particular) was especially a pall on energy development. Things should change dramatically now. I see us coming back incrementally."

Uintah shale project heads for commercial production

By George Ferguson
Associate business editor

After nearly seven years of delays and frustrations, the White River Shale Project in Uintah County should be able to pursue commercial production.

"There is an oft-asked question as to why we have no commercial production from oil shale in Utah when we started our White River activities in 1974," said Reese Madsen, manager of the project.

"At first we questioned the economic attractiveness of the project. Then, with the federal government controlling 80 percent of the land leases, we had numerous title clouds to be cleared. And we had to satisfy environmental demands."

Madsen was guest speaker Monday before the Utah Geological Association.

The project was formed in June 1974 by Phillips Petroleum Co., Sun Oil Co. (now Sunoco Energy Development Co.) and Sohio Petroleum Co. (now Sohio Natural Resources Co.).

The project is meant to establish a plan for joint development of the oil shale resource awarded through the Federal Prototype Oil Shale Leasing Program.

It involves 10,240 acres in Tract U-a and Tract U-b, about 50 miles southeast of Vernal. The lease to Tract U-a was awarded to Phillips and Sunedco in May 1974 for a bonus bid of $76.6 million. Sohio then joined Phillips and Sunedco to create the White River Shale Oil Corp. which was awarded a lease on Tract U-b in June 1974 for a bonus bid of $45.1 million.

Madsen pointed out that questions as to the ultimate disposition of title to U-a and U-b tracts in light of existing mining claims and applications for state leases led White River to seek and be granted a preliminary injunction against the federal government.

This injunction suspends the terms, conditions and obligations of the leases under the Federal Oil Shale Lease program until the problems of existing mining claims and state lease applications are resolved.

Madsen said the WRSP spent in excess of $8 million to conduct an extensive environmental monitoring program for establishing baseline data pertaining to the quantity and quality of surface water and groundwater, the quality of the air, the population and distribution and relationships of flora and fauna.

Reese Madsen

More than $6 million has been spent for conceptual engineering studies — completed and submitted to the federal government — outlining plans for development of the tracts. To date, the project has cost the developers around $90 million, most of that bonus payments to the government.

Madsen said despite the many setbacks, WRSP has continued to pursue technology and engineering research and environmental monitoring. He noted that since the 1973 oil embargo by OPEC, Washington has become increasingly more supportive of the oil shale industry.

Madsen said the project is greatly dependent on development of the proposed White River Dam. The WRSP has requested 26,000 acre feet per year from the dam, anticipating that it will use between 11,000 and 26,000 acre-feet per year to process the shale.

Assayed samples of oil shale from the two tracts show an average thickness of 55 feet with an average yield of 28 gallons of kerogen per ton. The rich oil shale deposit — known as the Mahogany Zone — has an overburden which ranges from 250 feet to 1,225 feet. The total oil shale resource present in the Mahogany Zone is estimated at 1.060 million barrels. Madsen said recovery at the retort stage of processing could range between 90 and 99 percent. An overall estimate of 70 percent recovery, which appears to be conservative, is anticipated.

The WRSP is planning to produce 100,000 barrels of oil per day by 1990. This projected production level will require an incredible mining effort, involving 120,000 tons per day of processed sedimentary rock.

Madsen estimates that reclamation will take place at about 1,000 feet below the surface for this project. He said WRSP will utilize a proven deep room and pillar mining operation. Mined oil shale will be moved above ground where it will be prepared as retort feed by several stages of crushing and screening. Primary crushing will be carried out in the mine.

The crushed shale will be processed by above-ground retorts. Several technologies for the above-ground processing are under development and demonstration.

Madsen said the in-situ technology is not being considered as a candidate for the primary recovery technology. WRSP is, however, evaluating the progress being made in this area and will adjust its development plans to accommodate in-situ as a secondary recovery technology as it is further developed and refined.

Present plans call for water to be obtained from a pumping station located on the south bank of the proposed White River Reservoir. Water would be pumped through a two-mile, 24-inch pipeline to an on-tract storage pond. The storage pond will be constructed to hold three days' reserve.

Oil shale deposits in the U.S. are confined to Utah, Wyoming and Colorado. Utah has 5 million acres of the resource, containing an estimated 90 billion barrels of oil Wyoming has 4 million acres thought to contain about 480 billion barrels, and Colorado 2 million acres with anticipated reserves of 30 billion barrels.

UTAH STATE OFFICE

Rt	Off.	Init.	Date
	SD		
	ASD		
1	PAO	RB	2-17
	PMS		
	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action
Info:
Discuss

Standard-Examiner, Thursday, Feb. 12, 1981

IPP funding secured

SALT LAKE CITY (UPI) — Funding has been secured to start work on the Intermountain Power Project — a huge coal-fired generating plant which will supply electricity to Utah and California.

Reece Nielsen, chairman of the Intermountain Power Association, announced Wednesday that the agency had completed a $300 million revenue bond issue to finance construction of the 3,000 megawatt power plant near Delta, Utah.

"These funds will be utilized primarily to finance engineering design work, begin initial plant construction and purchase water rights," he said.

RICHFIELD DIST
150 EAST 900 NORTH
RICHFIELD, UTAH 84701

In Vernal and Salt Lake

BLM plans hearings on oil shale, wilds

VERNAL — Oil shale leasing and wilderness designations will be discussed at a Feb. 25 public meeting held by the Bureau of Land Management — one of six scheduled in Utah and Colorado in February and March.

The Vernal and Craig, Colo., BLM district offices are proposing amendments to several existing land-management plans to include the leasing of public land for oil shale mining and to consider the management of wilderness study areas.

The Vernal BLM meeting will be held in the Vernal BLM office, 170 S. Fifth East at 7 p.m The other Utah meeting will be held in the University Club building in Salt Lake City, 136 E. South Temple, at 7 p.m. on the 13th Floor.

The Salt Lake City and Vernal meetings will concentrate on proposals within the state. The only Wilderness Study area being considered for leasing in Utah is 520 acres in Bull Canyon. About 11,777 acres in the Craig, Colo., district are also being considered.

The BLM wants to develop a range of possible alternatives, ranging from the incorporation of mineral development to managing the area solely for wilderness purposes.

In the area of oil-shale leasing, a full range of alternatives will be considered, varying from allowing no oil-shale development, to actively leasing additional oil shale tracts. The BLM is proposing to amend the management framework plan for the Bonanza, Bookcliff, Hill Creek and Rainbow planning units, all in Uintah County.

Together, they comprise 987,688 acres, 78 percent of which is administered by the BLM, with the remainder owned by the state or by individuals. The planning units are bounded on the east by Colorado, on the south by Grand County, on the northwest by the Green River and on the north by the southern rim of Blue Mountain, near US 40.

Written comments should be received by March 13. They should be sent to Dean Evans, BLM Bookcliff area manager, 170 S. Fifth East, Vernal 84078.

UTAH STATE OFFICE

Rt	Off.	Init.	Date
1	SD		2/24
	ASD		
2	PAO		2/23
3	PMS		
4	PEC		2/26
5	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss: _____

Rt.	Off.	Init.	Date
	SD		
	ASD		
/	PAO	[illegible]	2/22
	PMS		
	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action.
Info:
Discuss

Intermountain power project signs contracts for $80 million for water

SALT LAKE CITY (UPI) — Developers of the Intermountain Power Project have signed contracts to pay $80 million for water rights needed for the construction and operation of the 3,000-megawatt coal-fired generating plant.

The Intermountain Power Association ended three years of negotiations Friay by approving contracts to purchase 45,000 acre-feet of water from about 680 farmers and ranchers in the area around Delta and Lynndyl, Utah.

Some of the water owners became instant millionaries in what is probably the largest single water sale in the history of Utah.

IPA Chairman Russell D. Nielsen said $68 million cash would be paid out this month. The remaining $12 million will be distributed in time payments for sellers requesting that type of compensation.

Lawyers representing IPA and five irrigation companies arranged the transfer of the money into 681 escrow accounts at the Continental Bank and Trust Co. in Salt Lake City.

IPA plans to start construction in September of the plant on a 4,600-acre site near Lynndyl.

It will be the largest coal-fired electric plant in the nation and will supply electricity to two dozen Utah communities and six southern California cities. The municipal power companies of Los Angeles, Burbank, Anaheim, Riverside, Glendale and Pasadena will receive more than 50 percent of the power.

IPA is an association of municipal governments which will sell tax-free revenue bonds to finance the plant. An initial bond issue earlier this month raised $300 million.

Delta attorney Thorpe Waddingham, who represented three of the irrigation companies, said the water was sold for $1,750 per acre foot.

But he said the $80 million represented only 1 percent of the total cost of the plant — estimated at $8.7 billion.

"This gives an indication of what can happen when you move a large quantities of water from agriculture to industry," he said.

Waddingham said environmental studies estimate 8,000 acres will be taken out of farm production. But he said most of those acres are the least productive land in the Delta area and some of the property is not farmed every year.

"Whatever acres are retired will be the least productive," he said. "One thing farmers know is the way to the bank."

Nielsen said an additional $4 million interest will be withheld until legal problems are resolved. Nine lawsuits have already been filed challenging various aspects of the deal.

Former Interior Secretary Cecil Andrus cleared the way for construction of the plant last year after a long fight over where it would be built.

BA Standard-Examiner, Saturday, Feb. 21, 1981

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO		
3	PMS		
4	PEC		
5	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

Vernal Express Thursday, February 26, 1981

Vernal Utah

Two more companies joins Paraho commercial shale oil program

Paraho Development Corporation announced last week that Husky Oil Company and Placid Refining Company have joined the list of energy companies who, along with the Department of Energy, are sponsoring Paraho's Phase I, shale oil module retort design program.

A module consists of a mine, a single commercial-size retort, and all of the supporting equipment required for operation. While actual construction and operation are not involved, successful completion of this program could lead to the construction and operation of a commercial shale oil facility consisting of one or more Paraho surface module retorts provided the federal incentives required to accomplish the financing are available.

In making the announcement, Paraho's President and Chief Executive Officer, Harry Pforzheimer, Jr., said, "The addition of Husky Oil and Placid Refining brings the number of industry sponsors to fourteen in the ongoing $9 million Paraho Commercial Retort Design and Engineering Program.

The Paraho patented technology, which has enjoyed unmatched success during it's pilot plant and semi-works scale demonstrations, is undergoing the final design and fine tuning in this program which will allow for the commercial development of an environmentally acceptable shale oil technology."

The Phase I Module Retort Design will provide detailed engineering, cost estimates, and environmental permitting for a commercial size retort complex. A Module retort will process approximately 18,000 tons per day of oil shale, producing over 10,000 barrels of crude shale oil daily. It will also produce a product gas which can be used as a fuel for the generation of electricity.

In addition to the Phase I Industry/DOE Module Retort Design Program, Paraho, under a DOE grant, is performing a $3.2 million Feasiblity Study covering the expansion of the single module retort complex into a multiple retort facility which would produce over 30,000 barrels per day of shale oil. Both programs use Paraho's State of Utah Oil Shale Lease and certain adjacent properties near Bonanza.

Pforzheimer also added, "In combining our ongoing commercial design programs and our previous successful demonstration and production programs, Paraho will have spent nearly $40 million in perfecting it's technology." In addition, a $35 million program is being negotiated with the DOE and industry which would allow Paraho to complete all necessary steps in order to be able to begin construction of the Paraho-Ute commercial facility in 1982.

"The objective of all of these programs is to begin construction of a multi-billion dollar facility when financing is arranged," said the Chief Executive. Paraho has requested a loan guarantee from the DOE under the Non-Nuclear Act, which is presently being reviewed, and is preparing a similar request for financial assistance in response to the Synthetic Fuels Corporation.

The Paraho retort requires no water. It has produced in long continuous, environmentally acceptable operations, over 4,600,000 gallons of crude shale oil since 1974 at the Anvil Points Oil Shale Mine and Retorting Facility near Rifle, Colo. This facility is leased from the DOE by the Company. Paraho proposes to continue it's research and development work at Anvil Points on domestic and foreign shales and begin work on a second generation Paraho technology.

1	SD		
	ASD		
2	PAO	DS	3/19
3	PMS	DTU	3/23
4	PEC	DM	3/31
	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

Commissioners told

Emery prime location for gasification plans

A Mountain Fuel Research spokesman informed Emery County commissioners that his group has picked a site just north of Emery town for the proposed coal gasification plant.

Karl Oberg, MFR director of research, told the commissioners last week that the Emery site was picked because of its proximity to both coal reserves and water.

"We have an option on the land where the plant would be built and have options on water in the Muddy Creek," he said.

Mountain Fuel and Supply, parent company of MFR, is joined in the project with Conoco Coal, subsidiary of Conoco Oil, and Mono Power, a subsidiary of Southern California Edison.

A fourth company, Pacific Gas and Electic has pulled out of the project citing a cash flow problem.

The proposed plant site is located just south of Moore and northeast of Emery.

Oberg said that in one year the companies will know whether it is feasible to continue the project.

"We have committed $3.5 million as a body to study the feasibility of the plant. If we go with it will be built in two phases," he said.

The group had been granted $3.5 million from the U.S. Synthetic Fuels Company which will be used to further study the proposal. That money may be cut off because of federal budget cuts.

Oberg said that the federal money was going to help send coal from Emery County to South Africa or Europe where gasifers are in use. There is no full-scale gasification plant in the U.S. One is being planned in South Dakota, bu plans are held up on how to finance the construction of the plant.

The plant's first phase would require approximately 3,000 workers for construction and 650 permanent workers to operate the facility. It would use 11,000 tons of coal a day and 6,275 gallons of water a minute.

Beside plant construction, a pipeline will be built by the group from Emery to the nearest existing trunk pipeline. They will not connect with the existing Mt. Fuel pipeline near Ferron.

The plant would produce Methane— synthetic natural gas, Methanol alcohol, Ammonia, Sulfur and Naphtha. Oberg said all the side products are marketable. He added that the Methanol alcohol could be refined into gasoline, producing nearly 6,000 gallons a day.

"Because of the size of the plant there would be need for some mine development," he said.

Most of the coal would come from the Emery field, but some may need to be shipped in from the Wasatch Plateau, he added.

As far as a time schedule is concerned, Oberg said that the management review of the plans will come at about the same time the Bureau of Land Management will begin its environmental impact study. At that time the companies will decide if they want to go on with the project.

If the go ahead is granted construction could begin as early as 1984, with the plant start-up date occurring during the first quarter of 1987.

Coal and water contracts will be arranged prior to the announcement of the start-up date.

After the first phase is completed, plans call for another unit just like it, with few facilities being shared. This will be different from the Utah Power and Light power plants in the county.

"The engineering plans are developed so there will be very little sulfur leaving the plant in the air, no contaminated water will leave the site," said Oberg.

Oberg was a guest of the BLM who had set up the meeting with the Board of Commissioners to tell them of the beginning of the study plans. Commissioner Rue Ware was appointed to participate on a steering committee over the plant study by the other commissioners.

The BLM study will be handled by the Richfield BLM impact study team.

2 suits contest coalfield ruling

By Joseph Bauman
Deseret News staff writer

Environmentalists and ranchers have filed a federal suit challenging part of the Alton coalfield decision, and the state has also filed suit from the opposite standpoint.

On Dec. 16, 1980, then-Interior Secretary Cecil D. Andrus designated part of the Alton coalfield near Bryce Canyon National Park in Kane and Garfield counties, as unsuitable for strip mining.

He acted because of a petition for unsuitability filed by the Sierra Club, Friends of the Earth and several ranchers and farmers in the area who were concerned about water quality and sound from mining.

Part of the area, however, was declared suitable for strip mining. This part is being challenged by the environmentalists and several ranchers. The part of the decision banning strip mining in certain areas is being challenged by the state.

Meanwhile, a company that would develop the coal property, Utah International Inc., filed suit over the designation several weeks ago.

Environmentalists and ranchers claim that Andrus is said noise from mining would not hurt the quality of Bryce as it takes place in a portion of the land he thinks is suitable for strip mining. "That purported finding is not supported by any substantial evidence in the administrative record," the environmentalists' suit said.

That suit asks the court to prevent implementation of any part of Andrus' decision concerning the land that was not designated as unsuitable for mining..

The state suit said federal law requires cooperation between the state and the Interior Department concerning strip mining. It quoted a federal law that the primary responsibility for strip mine regulations should rest with the state.

Andrus' decision was made before the approval of a state program to regulate coal mining and is therefore contrary to federal law, the suit said.

It adds that within the area designated as unsuitable for mining are about 12,400 acres of state school lands. This state land is effectively isolated by the decision, since it is surrounded by federal land and apparently cannot be developed without developing nearby acreage.

Of the state land isolated by Andrus' ruling, 5,300 acres has already been leased, the suit adds.

It asks that Andrus' decision be reconsidered after terms for state participation in the process are formalized. It also requests the court to rule that the state should have the right of unlimited development on its land.

UTAH STATE OFFICE

Rt	Off.	Init.	Date
1	SD		
	ASD		
2	PAO	BG	3/17
3	PMS		
4	PEC		
5	RES		
	TES		
	MGS		
	EEO		

Action:
Info:
Discuss

Emery County

More answers are needed

A railroad coming to the county you say? Sounds great to me.

The coal companies probably like the idea too. Karl Oberg of Mountain Fuel Resources said the railroad would help ship out their waste products and ship in coal.

Other than the fact that Denver and Rio Grande Railroad wants to bring in a spur as far as Emery, there is very little known about the project.

The BLM recently completed land transfers with DRG in the county. The rail company may soon be approaching private individuals for other needed property.

However, looking at how the company has handled the disbursement of information and the one sided approach of its environmental impact study, the county commissioners should make sure DRG doesn't railroad the county.

The commissioners are right in their attitude of "Let's hold public hearings to see what the people say." They are also right in their feelings of letting the company know that the county wants to know where, what, when and how long before the whistle begins to blow.

The public ought to support the scheduled hearing and let the leaders know how they feel.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD	KJ	3/30
	ASD		
2	PAO	BB	3/31
	PMS		
	REC		
	RES		
3	TFS	BO	3/4/81
	MGS		
	EEO		

Action: _____
Info: _____
Discuss: _____

MONTICELLO, UTAH BLM

THE SAN JUAN RECORD Thursday March 19, 1981

New oil wells reported in S.E. Utah

Oil development activity continues at a brisk pace in southeastern Utah with reported production on two well completions, 19 new development locations in San Juan County and setting of pipe at an extension of Colorado's Papoose Canyon field near the Utah State line.

A Wexpro Company well, 12 Bug, situated near Urado on the Utah-Colorado state line was reported to have flowed 132 barrels of oil, 494 barrels of water and 344,000 cubic feet of gas per day, according to Petroleum Information. Depth of the well is 6,370.

In Grand County a well in the San Arroyo field test produced 2.5 million cubic feet of gas per day, commingled from Dakota and Buckhorn formations at 4861-4937 feet. The well, situated one-quarter mile west of the Colorado-Utah line on the northeast side of the San Arroyo field, feet of gas and 1,400 cubic centimeters of oil. The indicated producer is in a field that has produced more than 1.5 million barrels of oil and 11.8 billion cubic feet of gas since discovery in 1970, the Colorado Papoose. Production is in the Paradox formation at 5,926 feet in the Ismay zone and 6,174 in Desert Creek.

In San Juan County, Texaco is owned by Texas Oil and Gas, CREDO petroleum and Moxa Energy. CREDO reports the well shows indications of production from an additional four intervals in Dakota and Jurassic Morrison. The San Arroyo field has produced more than 73 billion cubic feet of gas since discovery in 1955.

Davis Oil set pipe at a well 11 miles southwest of Dove Creek. Sample recovery was 8.8 cubic feet of gas and 1,400 cubic centimeters of oil. The indicated producer is in a field that has produced more than 1.5 million barrels of oil and 11.8 billion cubic feet of gas since discovery in 1970, the Colorado Papoose. Production is in the Paradox formation at 5,926 feet in the Ismay zone and 6,174 in Desert Creek.

In San Juan County, Texaco Incorporated has filed for 17 locations, all in the Aneth and Montezuma Creek area. All 17 wells are scheduled to test Desert Creek at the 5,700-5,900 foot depth. The wildcats will be located in township 40 south, ranges 23, 24 and 25 east.

Superior Oil has also scheduled two wildcat tests in Desert Creek in range 25 east of township 42 south between Aneth and Hovenweep.

Two San Juan wildcats were reported dry and abandoned a 5,500 foot MCor well near Cross Canyon and a 300-foot San Juan Minerals drill east of Mexican Hat.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO		3/24
	PMS		
	PEC		
3	PES		
	TES		
	MGS		
	RES		

Action. _____

Info. _____

Discuss _____

APPENDIX

WEEKEND B
DESERET NEWS, MARCH 28, 1981

UTAH STATE OFFICE

Rt	Off	Init.	Date
1	SD	[illegible]	
	ASD		
2	PAO	DB	3/30
	PMS		
	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

Smoke and haze cloud photos of Arches park

By Joseph Bauman
Deseret News environmental specialist

Arches National Park: soaring red sandstone arches, sheer cliffs, clear blue skys, right?

Wrong, according to photographic evidence displayed at a meeting of the Utah Air Conservation Committee Friday afternoon in the Capitol, Room 428.

Committee staff members projected sets of photographic slides taken by National Park Service employees from the visitors center at Arches, mostly in 1980 and early this year. The slides were taken between 8 and 9 a.m. on different mornings. Each set of connected photos was beamed by four projectors onto paper taped to the room's wall, forming panoramas.

In some photos, tremendous concentrations of smoke and steam were shown over the stacks of the Atlas Minerals plant near Arches. In others, thick haze appeared throughout the region, and even was heavy in distant Spanish Valley.

One set of slides was taken over a period of about an hour and 40 minutes, on Sept. 13, 1979 starting about 7:40 a.m. Great palls were shown over the plant, then the haze seemed to spread out.

"We're not sure where it's coming from," said Brent Bradford, executive secretary of the committee. "But they are seeing visibility complaints from the visitor's center." In some of the slides, haze was seen in Arches itself.

At one time last year, Bradford said, a butte 300 yards from the visitor's center was obscured by thick smog.

Committee member Emily Hill said there is no question that haze showed up over Atlas' smokestack, "yet you're (Bradford) unwilling to say that that's the cause."

Bradford replied that Atlas "may very well be in compliance with visibility requirements" imposed by the state. In the past, Atlas has had a problem, but the company worked with the committee and is apparently now in compliance with visibility rules. Also, some of Atlas' emissions were harmless steam.

One expert pointed out that at that time of the day, any haze from Atlas would be between the visitor's center and the sun. Therefore, the sun would light up the particles more than would be the case if the smog were viewed from another angle. He said the situation usually improves as the day continues.

Bradford repeatedly said he did not think Atlas was solely responsibile for any visibility problems in the Moab area, if there are real problems. He said other causes could be to blame, such as wood-and coal-burning stoves and open burnings.

The fact that even in hot seasons smog extends into far-off Spanish Valley, when the hot temperatures could be expected to burn away an air inversion, indicates Atlas may not be the culprit, he said.

"I think we've got a very complex problem from there," he said.

A committee member commented, "I just can't believe those pictures exist. It's really kind of a shock."

J. Ralph Macfarlane, committee director, said he has driven across Nevada in the winter and seen valleys where there were no wood-burning stoves and even no cattle, and found visibility problems.

Bradford said particulate (dust) pollution was monitored at Moab for about a year or a year and a half, and no violations of the clean air standards were found. But the monitoring devices were on the city's east bench and could have been above the pollution, he said.

"It's obviously localized," he said at another point. "Atlas is obviously contributing." But he said he does not know to what extent Atlas is responsible, and he had indicated Atlas improved its air pollution controls.

The committee may sponsor new studies to see if remedial action is needed.

Clue Due in '82 On Location For N-Wastes

By Robert S. Halliday
Tribune Environmental Specialist

The U S. Department of Energy has speeded up its timetable for a decision on the site for a national high-level nuclear waste repository and Utah could be tagged for it within two years.

Members of the Utah Nuclear Waste Repository Task Force learned of the change last week from Leslie Casey, a DOE representative who spoke at a public meeting on the repository issue sponsored by the Utah League of Women Voters.

Originally, DOE planned to make its final site decision in 1995. That has now been changed to 1992. Fundamental choices on the best geologic structure, due between now and Dec. 31, 1982, however, could lock Utah into the running for final choice or eliminate it from consideration entirely, the task force was informed Tuesday by Larry F Anderson, director, Utah Bureau of Radiation and Occupational Health.

For several years, DOE has been sinking test holes and otherwise analyzing a variety of geologic formations in more than 20 states in its hunt for a repository to hold the dangerous radioactive material undisturbed for at least a thousand years.

Formation Is Bedded Salt

The formation being tested in Utah's Paradox Basin, Grand and San Juan counties, is bedded salt found in a thick horizontal layer. Another formation being tested is domed salt, shaped by geologic forces, located in Mississippi, Louisiana and Texas.

Both bedded and domed salt is found in the Permian Basin, covering parts of New Mexico, Texas and Kansas

Originally, DOE aimed at a single repository in the best choice of formations Now it has decided to sink three exploratory shafts, each about 2,000 feet deep and 20 feet in diameter, one each in tuff (an extrusive rock produced by volcanic eruptions), basalt and salt . . . with limited storage of the high-level waste in each to "gain more knowledge on the advantages or disadvantages of each."

By next Dec. 31, DOE plans to decide whether to continue exploration in Permian Basin salt or Utah's Paradox Basin salt, Mr. Anderson said.

If the agency decides on Permian at that time, Utah would be eliminated from consideration. If the Paradox Basin is selected, Utah would of course still be in the running, Mr Anderson noted

Could Be Out of Picture

By Dec 31, 1982, DOE will decide whether the exploratory shaft and test storage is to go into bedded or domed salt formation. If it chooses domed salt, Utah would be out of the picture since it has bedded salt. If the DOE decides on bedded salt, and the agency goes to the expense of sinking the 20-feet-diameter shaft into Paradox Basin salt, then Utah might well be locked into a final choice as repository, Mr. Anderson indicated.

The Utah task force has been charged by Gov. Scott M. Matheson with analyzing all data on DOE's tests, the advisability of using Utah's salt formation, socioeconomic and environmental impacts, and reporting to him by next December with recommendations for state policy on location of a repository in Paradox Basin.

Considering the DOE speedup, the task force Tuesday discussed a proposed interim report to the governor now and decided to attempt a final report by next September.

"If a (federal) decision is possible by next Jan. 1, we can't wait until December to make our final report," said Dr. James O Mason, Utah health director and chairman of the task force.

Alvin E. Rickers, director, Utah Division of Environmental Health, quoted DOE officials as saying that, to create the repository in Paradox Basin, "they would produce enough salt to provide 13 pounds for every man, woman and child in the U.S."

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		4/2
	ASD		
2	PAO		4/1
	PMS		
3	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

Salt Lake Tribune
Business

Mines – Markets – Finance

Wednesday Morning

April 8, 1981

Section B Page 7

Marriott Introduces New Tar Sand Bill

Tribune Washington Bureau

WASHINGTON — Rep. Dan Marriott, R-Utah, Tuesday reintroduced legislation he said would "finally clear the way for tar sand development."

Despite vast tar sand deposits — 90 percent of which are in Utah — there are presently no "commercially viable tar sand facilities in the nation," he said.

Under revised legislation which failed in the last Congress following introduction by former Rep. Gunn McKay, D-Utah, combined development of oil, gas and tar sands would be permitted on land leased from the federal government in Utah and elsewhere.

Oil and gas leasessees are now prohibited from developing tar sand deposits found on their land subject to their leases, under provisions of the Mineral Leasing Act of 1920.

Joint Leases

Terming language and interpretation of the act a "deterrent" to tar sand production, Marriott said his legislation, developed in consultation with the new administration, would remove the necessity of making a distinction prior to leasing by allowing the Interior Department to issue a joint tar sands-oil gas lease for the same section of land.

During the legislation introduced by Marriott as a member of the House Interior Committee, the owner of such a lease could convert his existing rights to a combined hydro-carbon lease. The secretary of the interior would be permitted to establish a lower aggregate limitation for leases in locations he has designated as tar sand areas, with the lease tract size for such leases limited to 5,120 acres.

Utah Concerns

According to a subcommittee staff member, Utah concerns that would benefit from Marriott's tar sand bill include Oil Development Co. and the Santa Fe Railroad. Both own oil and gas leases and they want to explore for tar sands.

"Since oil and gas leases often cover land which contains deposits of tar sands, it is only prudent that we allow companies to recover oil and tar sands from the same lease," said Marriott.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
2	SD		
	AGD		
2	PAO	DE	4/8
	PMS		
	PEC		
3	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

Tar sands bill introduced

By PAT THORNE
Special to the Standard-Examiner

WASHINGTON, D.C. — Representatives James V. Hansen, R-Utah, has joined Rep. Jim Santini, D-Nev., chairman of the House Interior Mines and Mining subcommittee, in the second major synthetic fuels initiative to emerge in the 97th Congress.

As Santini, with Hansen as chief co-sponsors, introduced their bill, Rep. Dan Marriott, R-Utah, hurriedly dropped a similar bill in the House hopper. Marriott is ranking Republican on the Santini subcommittee.

A similar situation occurred last month when Santini and Marriott both introduced essentially identical bills on oil shale leasing. Marriott was not in Washington when both of his bills were introduced, which according to the House Parliamentarian is not unusual, but is contrary to the rules of the House, specifying that only members may drop bills in the House hopper.

Asked why he did not join in the subcommittee initiative, a Marriott spokesman said the three-term Utah lawmaker did not want second billing on the list of sponsors, especially since Santini has no tar sands in his Nevada district and Marriott had mostly written the bill.

Santini, however, gives authorship credit to former Rep. Gunn McKay, D-Utah. "During the previous Congress, the mines and mining subcommittee passed through the House a tar sands leasing bill, H.R. 7242, sponsored by Congressman Gunn McKay," he said. "However, that bill died in the Senate. This new bill is similar to the McKay legislation."

Subcommittee spokesman Marcus Faust would not comment on the matter, but said, "The Santini-Hansen bill is the legislation that will move through the committee."

Rep. Hansen, in remarks as the bill was introduced said, "It is estimated that domestic deposits of tar sand contain at least 30 billion barrels of oil, and that as much as 5 billion barrels are presently recoverable with known technology. While tar sand deposits occur in 22 states, it is estimated that over 90 percent of the in-place oil occurs in my Congressional District in Utah."

Development of tar sands has been frustrated by a 15-year moratorium on leasing of federally managed public lands for commercial development, Hansen explained. Because the Mineral Leasing Act does not define tar sands in oil and gas leases, developers have been prohibited from tapping the resource.

The bill would create what is termed a "combined hydrocarbon lease" which would allow development of oil, gas and tar sands on the same land sections.

"Prior to 1965, the State of Utah faced similar difficulties in the leasing of state lands; but in that year, Utah resolved that problem by passing legislation authorizing tar sand leasing under a new 'combined hydrocarbon lease'," Hansen asserted. "The bill I introduced gives Congress the opportunity to resolve the same problem with the same method."

According to Santini, private developers have been unable to obtain enough contiguous acreage to pursue research, demonstration and development activities with tar sands. Under the new bill, limits for competitive tar sand leases may be increased from 640 acres to 5,120 acres.

The legislation also allows holders of an existing oil and gas lease to apply to the Secretary of Interior for a converted lease to include tar sands.

The bill also empowers the Secretary of Interior to adjust royalties and extend existing lease terms in order to stimulate commercial production of the resource.

The Santini-Hansen tar sands bill is anticipated to receive priority action by the House Interior Committee.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO		4/13
	PMS		
	PEC		
3	RES		
	TES		
	MGS		
	EEO		

Action:
Info:
Discuss

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO		5/7
3	PMS		
4	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action:
Info
Discuss

8 G. DESERET NEWS, WED. P.M./THURS. A.M., MAY 6-7, 1981

Emery synfuels proposal draws growth concerns

By Arva M. Smith
Deseret News correspondent

PRICE — Concerns about possible water shortages, problems of pollution and waste disposal, and lack of housing were expressed Tuesday at a meeting arranged by the Bureau of Land Management to get public comment on the proposed Emery synfulels project.

The project planned for a site 3½ miles northeast of Emery in western Emery County near the Sevier County line, could temporarily triple the population of Emery County and permanently increase the population by half.

The peak construction work force is estimated at 3,800 and the peak operations work force at 660.

But families and related service industries and professional services needed by the workers could bring as many as 19,000 new people to the county temporarily and 5,400 permanently. The population Emery County is only about 10,000. The county has eady had a 122.9 percent increase in the past ecade.

The meeting Tuesday in Price was one of four arranged by the BLM, which is beginning work on an environmental impact statement. Other meetings were held in Salt Lake City and Castle Dale. A fourth meeting is scheduled Thursday at 7 p.m. in the Green River High School in Green River.

A BLM team from the Richfield office is scheduled to complete the environmental impact statement in December.

Some of the comments at the Price meeting came from members of an evening College of Eastern Utah speech class, taught by Charles M. Acklin. Class members were assigned to make presentations at the meeting attended by about 40 people. The group included members of the class, government and company officials and a few other people.

Terry Marshall, a class member, said after the plant needs of 9,200 acre-feet per year are met, the remaining amount of water might be too small during dry years.

Blanche Waterman said the shortage of housing would be a key concern. John Wilcox asked about methods of waste disposal He asked if problems of toxic waste could result from the 1,500 tons of waste produced each day by the plant in the form of ash and sludge.

Grant Smith, psychologist with Four Corners Mental Health, said such a large influx of people uld result in unique mental health problems facing community. He said environmental impact udies rarely address such potentially serious problems.

In small group discussion sessions, those attending the meeting concluded that the No. 1 problem would be social and economic impact issues.

They classified problems of air quality as the next most important concern, followed by culinary water problems, waste disposal and mental health.

Three companies have banded together to study the feasibility of building a plant to convert 3.7 million tons of coal a year from existing and planned mines to methanol and high BTU synthetic gas.

A total of 389 million gallons of methanol, an easily transportable and storable clean-burning and high-performance liquid, would be produced by the plant each year. A total of 22.7 billion cubic feet of high BTU gas would also be produced each year.

Methanol could be used to power automobiles, turbines and boilers. The gas, which could, be transported in existing natural gas lines, could be used for the same purpose as natural gas. Fuel produced by the plant would be equivalent to 21,500 barrels of oil a day.

Produced as byproducts would be 21,000 tons of sulfur a year and 23,000 long tons of ammonia. There would be 1,500 tons of waste produced a day in the form of ash and sludge, which would be trucked to an on-site landfill.

The statement from the three companies involved in the project, Mountain Fuel Resources Inc., a division of Mountain Fuel Supply Co.; Conoco Coal Development Co., a division of Conoco Oil Corp.; and Mono Power Co., a subsidiary of Southern California Edison, said the best available pollution control technology would be used to minimize emissions from stacks of three coal-fired boilers.

The companies say the preferred method for transporting coal to the plant site and methanol to market areas would be via a new railroad being planned to serve Emery County. Truck transport would also be used for a portion of the coal supply and a pipeline is being considered as an alternate to rail transport for methanol. The high BTU gas would be transported by a new pipeline to be constructed between the plant site and existing major natural gas transmission lines near Price.

A total of 9,200 acre-feet of water a year would be needed and would come from a reservoir that would be created by building a dam on Muddy Creek. Construction of the dam is planned for the second quarter of 1983. Options for the water required have already been obtained from the Muddy Creek Irrigation Co.

An option to purchase 2,200 acres of land now used for grazing and farming is being negotiated. Plant construction is scheduled to begin in the first quarter of 1984. Completion date is scheduled for the third quarter of 1987.

To deal with housing problems, the company statement says there are plans to build a construction camp for 2,250 people.

ECP's Opinion

Don't forget coal impact

The Bureau of Land Management's recently held scoping meeting in Castle Dale was fairly successful, as nearly 100 county residents addressed concerns for the coal gasification plant project.

No one will know whether the project will materialize or not for another six to 12 months. Meantime, feasibility studies, EIS studies and any other investigation as the the imapct on the area should not overlook the impact of the coal mines needed to produce the coal needed to fire the plant.

If the project comes on line, as scheduled, there will be an almost 2-1 ratio of miners to plant employees. This impact needs to be carefully considered since there are few studies that control whether coal mines will open up, how many employees, environmental impact, and so on.

It was also well noted that not only government officials were in attendance, but other concerned citizens were there. They were the ones who emphasized what would happen to taxes, water during a dry year, as we have now, and schools.

Though not all of these will make it into the BLM's EIS, they should be looked at and considered by the companies proposing the project, elected officials, water boards, and others.

If the county wants the project, which they seemed to say at the meeting, then more control of the questions that should be considered should come from the county level and not from state and special interest groups.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
	SD		
	ASD		
1	PAO	DB	5/29
2	PMS		
	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

ITEMS OF INTEREST BLM, PRICE UT (U-602)

Roundup

Matheson wants a say in tar sands program

Deseret News Washington Bureau

WASHINGTON — Any permanent tar sands leasing program must be designed cooperatively by state and federal governments, and the state must be given an equal partnership in that leasing program, Gov. Scott M. Matheson told a House subcommittee Thursday.

Matheson, in testimony prepared for delivery to the Mines and Mining Subcommittee, said lack of an appropriate federal leasing program may be the biggest impediment to tar sand development.

"As we are all aware, the Department of the Interior is now entering the 16th year of a self-imposed moratorium on federal tar sand leasing," Matheson said.

He said Utah strongly supports the proposed creation of a combined hydrocarbon lease. Such a lease would eliminate problems differentiating between conventional oil and tar sands, and would also aid development in intermixed federal and state lands in Utah, he said.

Matheson also supported a grandfather clause for existing oil and gas leases, and allowing their to a combined hydrocarbon lease. He supported a similar provision for conversion of valid mining claims.

But, Matheson said, "As with coal and oil shale, the state of Utah's support for development of our tar sands is contingent upon that development being beneficial to the citizens of our state. Our objective remains the same, to manage Utah's growth so as to protect and enhance the quality of life Utahns now enjoy."

In addition to state participation in a leasing program, Matheson said, the governor of a state where an existing lease or claim was located should have to concur in its converstion and in approval of any proposed operating plan.

Matheson said Utah is estimated to contain 26 million barrels, or 93 percent, of the total national tar sands resource. An estimated 10 to 20 percent of that may ultimately be recoverable, the governor said.

He said that as early as 1967 the state enacted legislation to provide for a unified hydrocarbon lease. He created a Tar Sands Task Force a little over a year ago which recommended a 10-year, $131 million plan. The Utah Legislature has provided a $450,000 grant to develop a 50-barrel-per-day pilot plant, and the Department of Energy is developing a 100-barrel-per-day plant, he said. Six firms have applied for federal funding to study feasibility of commercial tar sand development, and three corporations have submitted applications to the federal Synthetic Fuels Corp. for funding, he said.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO		6/11
3	PMS		
4	PEC		
5	RES		6/24
6	TES		
7	MGS		
8	EEO		

Action:
Info:
Discuss

The Salt Lake Tribune, F June 19, 1981

House Panel OKs Tar Sands Development Bill

By Frank Hewlett
Tribune Washington Bureau

WASHINGTON — The House Subcommittee on Mines and Mining approved unanimously Thursday a bill to clear the way to develop Utah's vast tar sands potential, the bulk of which is on federal lands.

Chairman Jim Santini, D-Nev., ordered the bill sent to the parent Committee on Interior and Insular Affairs after a two-hour hearing in which three Utahns participated.

In doing so, Mr. Santini rejected opposition voiced by Mobil Oil Corp., which the Nevadan accused of "a dog-in-the-manger attitude."

Rep. Dan Marriott, R-Utah, offered a substitute (clean) bill which was approved at the conclusion of the mark-up session. He said it removed some minor objections which should help bring about action in the Senate where a similar bill failed to pass last year.

Rep. James V. Hansen, R-Utah, whose Utah 1st Congressional District contains 90 percent of the nation's tar sand deposits, said there were nearly 100 known deposits which were generally situated in the Uintah and Paradox basins of eastern Utah.

Mr. Hansen noted the State of Utah had resolved a thorny problem by permitting a company to receive in lieu of an oil and gas lease a "combined hydrocarbon" lease permitting recovery of both oil and tar sands.

Mr. Marriott, a supporter of tar sand legislation, reported "at least one estimate has indicated that 80 percent of the truly valuable tar sand in the United States is found on federal land."

"I am convinced," said Mr. Marriott, "that the legislation we are considering here today is the best solution to pull tar sand development out of the quagmire and place it in the best possible position to go forward on federal lands."

Making a similar strong case for the legislation was Fred W. Finlinson, a Salt Lake attorney and member of the Utah Senate where he is chairman of the Energy and Natural Resources Committee.

Sen. Finlinson also submitted a statement from Utah's Gov. Scott Matheson, who he said also strongly supports the legislation.

"I am appearing here today in behalf of the Rocky Mountain Oil and Gas Association which consists of some 750 member companies involved in all phases of energy production in the Rocky Mountain area," said Sen. Finlinson.

He said that this year the association had named a tar sands committee which endorsed a leasing approach like Utah's on state lands which authorizes "a lessee to develop all hydrocarbons in the leased lands except coal, gilsonite and oil shale."

Good news also came for the legislation from Carrey Carruthers, assistant secretary of the Interior for land and water resources, who reported "this administration strongly supports such action."

Mr. Carruthers suggested an amendment providing the leasing provisions would not apply to national parks.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO	DS	6/19
3	PMS		
4	PEC		
5	RES		6/24
6	TES		
	MGS		
	EEO		

Action:
Info:
Discuss

WO 130

ITEMS OF INTEREST

Standard-Examiner, Sunday, June 21, 1981

Backers of tar sand leasing bill pressing for House okay

By PAT THORNE
Special to Standard-Examiner

WASHINGTON — Frustrated by past attempts, backers of tar sands development are once again moving a tar sands leasing bill through Congress.

The House Interior Mines subcommittee last week approved a measure to spur production of tar sands, 90 percent of which are located in about 100 deposits in Eastern Utah's Uintah and Paradox Basins.

House passage came late in the session, however, and the bill died in the Senate for lack of attention.

Rep. James Santini, D-Nev., subcommittee chairman, with Rep. Dan Marriott, R-Utah, and Rep. James V. Hansen, R-Utah, member of Interior Committee, are combining forces to assure full passage in the current session.

tar sand leasing bill is necessary to t what Santini terms "a simple problem — cause no one could define tar sands, there has not been one federal tar sands lease issued in the United States since 1965."

During a subcommittee hearing, Hansen said "the root of the problem can be traced to federal legislation in 1960 ... Ironically, Congress actually intended at that time for the provisions to allow federal leasing of tar sands.

"The Department of Interior, as a result of a Solicitor's opinion found itself statutorily incapable of issuing tar sands leases," Hansen said.

The 1981 bill is a means of legally allowing recovery of both oil and tar sands under the same lease.

The vehicle provided in the bill is a "combined hydrocarbon lease."

Hansen said since the vast majority of the lands containing tar sands have had oil and gas leases already issued, it would permit a combined hydrocarbon lease for recovery of both.

Salt Lake City attorney and Utah state Sen. Fred Finlinson, testifying for the Rocky Mountain Oil and Gas Association, strongly endorsed the bill.

The association consists of 750 member companies involved in all phases of energy production in the Rocky Mountain areas.

Finlinson said "this approach is patterned after the combined hyrdocarbon leasing program which Utah adopted in 1968 to deal with the same problem on state lands.

"We have found this approach very successful in Utah," he said.

Marriott cited Department of Energy estimates that domestic tar sand resources range from 24 to 30 billion barrels of oil.

"It is the largest known, non-fluid petroleum resource in the United States," Marriott said.

"An important domestic source of energy has remained undeveloped at a time when this nation has a need of such resources," he said. "It is time to remove the legal obstacles to development."

Administation support was voiced by Assistant Interior Secretary Garrey Carruthers, who said "this administration is convinced that this combined hydrocarbon leasing is the most effective means to insure tar sand development on public lands."

The Interior official agreed with allowing existing oil and gas leases to be converted to the new lease if the lease-holder applied within two years and diligently pursued production.

Royalties would be 12.5 percent of the value of production of tar sand, Carruthers said.

The Interior Department requested language in the bill to prohibit development in national parks and recreation areas, as well as other lands where mineral leasing is prohibited.

Carruthers was slightly less optimistic about the potential of tar-sand development than were the Western lawmakers.

"I am aware that its development will not solve the energy prokblems of the United States," Carruthers said. "However, a small, yet significant addition to the nation's domestic oil production would be welcome."

UTAH STATE OFFICE

Rt.	Off.	Init.	Da
	SD		
	ASD		
1	PAO		
	PMS		
	PE		
2	RE		
	TES		
	MGS		
	EEO		

Action:
Info:
Discuss

Construction ›begin on power plant

By Gail Moore
Deseret News correspondent

VERNAL — Officials confirmed here Thursday federal approval of building Deseret Generation and Transmission Cooperative's 800-megawatt power plant near Bonanza, Uintah County, 45 miles southeast of Vernal.

The decision on the electrical generation plant's location came from Robert Burford, national director of the Bureau of Land Management. The plant, to be known as Moon Lake Power Plant, will consume coal from a mine northeast of Rangely, Colo., 25 miles east of Bonanza. It was favored over one also considered near Rangely.

One of two 400-megawatt generation units of the Moon Lake project will be built immediately, spokesmen said. Crews for the construction have been sought during the past several weeks, eastern Utah employment offices said.

Burford's approval for building the Deseret units on BLM land northwest of Bonanza presumably followed letters from the governors of Utah and ado saying they were satisfied with the

Deaths
Action Ads
DESERET NEWS
D
FRI. P.M./SAT. A.M.,
JUNE 26-27, 1981

measures Deseret will take to mitigate effects of the development on the environment and the eastern Utah people and residents in bordering western Colorado.

Six rural electric associations in Utah, Wyoming and Nevada are developing the power project to help unlock oil shale deposits of the eastern Utah-western Colorado area. The Rangely coal mine will be sunk to provide fuel for the Bonanza generating units. Water pumped from Green River's water formations 32 miles away will help in the huge generation operation.

The Bonanza power plant will generate enough electricity to supply 800,000 people. Hundreds of jobs will result in the Utah and Colorado areas of the project, spokesmen said. Other jobs will result in loping the oil shale areas.

crews soon will lay a 35-mile railroad from the Rangely coal mine site to the Bonanza power plant site almost directly west across the Utah-Colorado border. The railroad will be somewhat of a pioneering effort with the lack of such transportation arteries in the remote eastern Uintah County terrain, some said.

BLM and Rural Electrification Administration officials will sign an agreement granting permission for Deseret Generation and Transmission to build after a Washington, D.C., meeting Wednesday. Assent of the two state's governors was reviewed before signing of the agreement. About 1,840 acres of BLM land will be occupied for the power generation project, officials estimated.

A number of permits will be issued to Deseret as construction develops, said Curtis Tucker of the Vernal office of BLM. Some permits will cover miles-long corridors about a mile wide for locating high-voltage transmission lines from the generating units later in the 1980s.

Deseret Generation hopes for completion of the first 400-megawatt unit in 1984 and the second 400-megawatt unit before 1990.

Wells will be drilled in the Walker Hollow area of the Green River, about six miles south of Jensen, Uintah County, to provide the water needed in the coal-fired electrical power generation. Crews must lay about 32 miles of pipeline to the Bonanza plant site as part of the first unit's construction, officials said.

Uintah County road construction will be required to help the project along. Road building will start soon west of U45, about five miles north of Bonanza, to provide access to the construction site. BLM permits also will be required for the roads.

State and county officials and Deseret Generation officers welcomed the BLM action on the cooperative's application to clear construction of the Bonanza plant. Many predicted far-reaching benefits to the regions in the two states "almost too numerous to recount."

The underground coal mine will be developed in Rio Blanco County, Colo., by Western Fuels-Utah Inc. A pipeline also will be built to take water from the White River system to the coal mine, BLM spokesmen said.

Rights of way are needed from BLM and other federal agencies for the power generation site's Units 1 and 2; the Utah-Colorado railroad; the pipelines in both states; a 345-kilovolt transmission line from the Bonanza power plant to a proposed power substation near Mona, Juab County; and 138-kilovolt transmission systems to Upalco and Vernal in Utah and to Rangely, Colo.

UTAH STATE OFFICE

Rt.	Off.	Init	Date
1	SD		
	ASD		
2	PAO		6/29
3	PMS		
	PEC		6/29
	RES		
	TES		7/09
	MGS		7/30
	EEO		

Action: _____
Info: _____
Discuss _____

Study Indicates Energy Impact on West

By Robert S. Halliday
Tribune Environmental Specialist

The staggering potential impact of energy production in the Intermountain West is given general dimension in an inventory of existing and potential projects by the Western Governors Policy Office. (WESTPO).

WESTPO is an organization of the governors of 12 western states. The states have common lifestyles, objectives and problems and WESTPO was formed to present a concerted voice in protecting regional interests.

It includes the governors of North and South Dakota, Nebraska, Montana, Idaho, Wyoming, Utah, Colorado, New Mexico, Nevada, Arizona and Alaska.

Lion's Share of Energy

These states contain the lion's share of the energy wealth of the nation and the rush to extract these natural resources threatens to overwhelm existing public facilities and permanently alter the character of the region.

Colorado Gov. Richard D. Lamm, in an introductory to the WESTPO publication, commented:

"The West is experiencing change . . . change at an almost unprecedented rate and of a nature that will permanently alter its social and economic structure.

"More capital will be invested in our states in the next 10 years than in the past 100 years.

Accelerated Development

"Much of the emerging synfuels industry will be located in the West near our vast deposits of coal, oil shale, tar sands and abundant supplies of agricultural resources for bioconversion. This accelerated development will occur alongside the conventional energy production already in place or planned for our states: oil and natural gas wells in the Thrust Belt and other formations throughout our region; underground and surface mining of huge coal reserves, coal-fired power plants and uranium mining and milling facilities.

"The cumulative impacts of these activities are difficult to comprehend. There will be impacts on our air, land and water . . . on our public facilities and services such as streets, highways, schools, water and sewage systems, police and fire protection . . . on the available supply of labor, capital, materials and equipment and, most importantly, on our way of life.

"The days when the West was a land merely of spectacular scenery and an unhurried pace of life are gone forever."

The WESTPO report notes that energy activities alone, without considering mineral development, could bring the region a 140 percent increase in direct employment by 1990 . . . an increase of about 205,000 direct, on-site jobs in oil, gas, uranium, coal and synfuels in the next decade.

Using an employment-to-population multiplier of five, the report said an influx of population due to those jobs, predominantly impacting rural areas, could reach 1,025,000 people.

To fill the needs of that additional populace will require public capital construction costs estimated at $13.1 billion, the WESTPO analysis indicated.

Schools, Police, Firemen

Among the requirements, the report said, will be 6,253 new elementary and 5,535 new secondary school classrooms, 2,325 additional police, 1,312 additional firemen, 205,000 square feet of new police facilities, 209,100 square feet of additional municipal office space, additional wastewater treatment capacity for 102.5 billion gallons daily, 4,100 more hospital beds, 1,927 more doctors and 205,000 more dwelling units.

In 1979, the WESTPO states produced 900 million barrels of oil and two trillion cubic feet of natural gas, representing about 20 percent of total U.S. domestic oil output and 10 percent of its natural gas production, the report said. It placed the 1990 projection at one billion barrels of oil and three trillion cubic feet of natural gas annually.

Coal fields in the WESTPO states hold 211 billion tons of recoverable reserves, 44 percent of the U.S. total, but in 1970 the region produced only 6 percent of the national total. By 1979, the WESTPO region was producing 173 million tons of coal a year, 26 percent of the national total.

Lead in Coal Production?

By 1990, the WESTPO region could produce approximately 432 million tons a year, a 150 percent jump from 1979, to become the leading coal-producing region in the country, the report calculated.

Four of the WESTPO states . . . Utah, Colorado, Wyoming and New Mexico . . . contain 93 percent of the nation's total uranium reserves.

Utah, Colorado and Wyoming, according to the Department of Interior, contain 100 percent of the country's oil shale of sufficient quality to produce 25 to 100 gallons of shale oil per ton of shale . . . a total resource of 731 billion barrels.

WO 130
ITEMS OF INTEREST

UTAH STATE OFFICE

Rt	Off.	Init.	Date
1	SD		
	ASD		
2	PAO	DG	7/9
	PMS		
	FEC		
	RES		
	TES		
	MGS		
	EEO		

Action:
Info:
Discuss

WO 130

ITEMS OF INTEREST

EPA suggests smaller Warner Valley plant

Deseret News Washington Bureau

WASHINGTON — A spokesman for the Environmental Protection Agency all but invited the Nevada Power Co. Thursday to submit an application for a scaled-back, 250 megawatt Warner Valley Power Plant.

Dean Norris, of EPA's Denver office, said the agency made final on June 30 its denial of a construction permit for the 500 megawatt plant because there was no request from Nevada Power for the smaller version.

The company had hinted that it would ask for the 250 megawatt plant after Southern California Edison and Pacific Gas and Electric Co. pulled out of the project. The two California companies had been expected to take more than half the 500 megawatt output.

EPA denied the permit for the full-sized plant in part because of the alleged threat to the air quality over Zion National Park.

The EPA had said on Oct. 2, 1980, that it intended to deny the Warner Valley permit.

According to Norris, an amended permit application could use all of the data gathered for the 500 megawatt plant, and only public notice would have to be repeated.

"It would be a heck of a lot easier than preparing the first application was," Norris said.

A spokesman for Sen. Jake Garn, R-Utah, said it would be "fair to assume" that Garn would support the 250 megawatt plant. Garn had no comment on the denial of the larger version. An aide to Sen. Paul Laxalt, R-Nev., was likewise unperturbed by the EPA action, which had been expected.

The EPA action did not involve the Harry Allen Plant northeast of Las Vegas, which was part of the original Allen-Warner proposal. The Allen plant has received EPA and Interior Department approval.

Rep. Dan Marriott, R-Utah, in whose district the Warner Valley Plant was to have been built, attacked EPA for the decision. Marriott said the action was "a needless delay of a much-needed project."

The 2nd District congressman said Nevada Power had designed the plant to comply with clear air rules and suggested the agency could be more cooperative.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
/	SD	D	
	ASD		
2	PAO	BJ	7/15
	PMS		
	REC		
	PES		
	TES	Kfy acting	
	MGS	RSL	
	EEO		

Action: _____
Info: _____
Discuss _____

WO 130

ITEMS OF INTEREST

DESERET NEWS, WED. P.M./THURS. A.M., JULY 15-16, 1981 A 7

BLM, state OK synthetic fuel plan

By Roger Pusey
Deseret News staff writer

A project management plan for oil shale and tar sand development in the Uintah Basin was approved Wednesday by Gov. Scott M. Matheson and acting Bureau of Land Management State Director Dean Stepanek.

The main objective of the management plan is to obtain coordinated and complete information on the impact of synthetic fuels development projects needing BLM rights-of-way in the Basin.

This information can then be used by federal, state and local officials to guide the planning and mitigation of construction impact for these projects. New federal oil shale or tar sand leasing is not part of the management plan; but will be considered separately later.

Technical advice and assistance on studies for the EIS will come from all the agencies represented on the steering committee. But much of the work of statement preparation will be done by a BLM team from the Office of Special Projects, Denver.

Stepanek said, "It is our goal to complete the EIS as quickly as possible so that decisions can be made within the requested time frame. We have set this goal to meet the needs of industry and to foster synfuel energy development."

For the past several years, BLM Vernal District Manager Lloyd Ferguson and Uintah Basin Energy Planning Council Director Charles Henderson have discussed the great changes that will occur in the Uintah Basin because of oil shale and tar sand development, Stepanek said.

Both have been instrumental in meeting with industry and getting the current project management and steering committee effort started.

During the environmental impact statement process, public participation will be encouraged through public meetings.

The first set of public meetings will be held August 4 in the Golden Age Center in Vernal; August 5 at Northwest Colorado Community College, Rangely, Colo.; and August 6 in Suite E of the Salt Palace in Salt Lake City. All meetings are at 7 p.m.

Anyone wanting to be put on the mailing list to receive information can write or call Thomas Slater, project manager, BLM state office, 136 E. South Temple, Salt Lake City, Utah 84111 or telephone 801-524-5645.

The management plan covers the BLM processing of right-of-way applications for seven synthetic (five oil shale and two tar sand) projects being planned by private industry in the Uintah Basin.

See SYNTHETIC on B-10

Synthetic fuel OK'd

Continued from B-1

Since the seven projects are targeted for commercial production, they will represent large financial investments, totaling as much as $8 billion, and the output may reach 300,000 barrels of oil per day in full production.

"With development of this magnitude, substantial cumulative impacts to environmental resources may occur and additional community facilities will be needed to accommodate the anticipated influx of workers and their families," according to a joint press release from the governor and the BLM.

The plans call for preparation of an environmental impact statement covering specific and cumulative impacts on each site. That document will record the results of studies conducted over the next year.

Established will be a federal, state and local steering committee to coordinate and assist in the development of oil shale and tar sands projects.

It will be composed of five representatives from federal agencies, five from state agencies, one representaitve from the Ute Indian Tribe and representatives from Uintah and Duchense counties.

The agencies participating will be Matheson's office, National Park Service, Forest Service, Environmental Protection Agency, Fish and Wildlife Service, BLM, Utah Department of Natural Resources and Energy, Utah Division of Environmental Health and Utah Department of Community and Economic Development.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
E	SO		
	ASO		
2	PAO	DS	7/17
3	EMS		
4	REC		
5	DES		
C	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

Ogden Standard Examiner
7/17/81

Site preparation begins on Utah power plant

SALT LAKE CITY (AP) — Site preparation began Tuesday on Deseret Generation and Transmission Cooperative's 400-megawatt power plant in eastern Utah, which will supply electricity to rural customers in five western states beginning in 1985, a spokesman said.

Preparation of the site 30 miles southeast of Vernal began one day after Deseret received approval of its plans from the federal Rural Electrification Administration, said Clarin Ashby, Deseret's manager of administrative services in Salt Lake City.

"We had two contractors who were just standing by," awaiting federal approval, Ashby said. The cooperative's environmental impact statement filed in April was approved by the Bureau of Land Management in June and by the REA Monday afternoon.

Deseret is made up of six rural electric cooperatives based in Utah, Wyoming and Nevada which serve 25,000 customers.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
	SD		
1	ASD		
	PAO		7/30
2	FMS		
	PEC		
3	PES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____

DESERET NEWS, FRI. P.M./SAT. A.M., JULY 17-18, 1981 B 7

Plan expands mineral areas

WASHINGTON (AP) — The Interior Department is proposing to expand the search for minerals in five Western national recreation areas where limited mining mostly for uranium, is permitted.

The areas are Lake Mead in Arizona and Nevada; Glen Canyon in Arizona and Utah; Ross Lake and Lake Chelan in Washington; and Whiskeytown in California.

The proposal was made in a series of departmental memos released this week by Friends of the Earth, an environmental group.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
	SD		
1	ASD	DU	
	PAO	[illegible]	7/20
	PMS		
	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action: _____

Info: _____

Discuss _____

WO 130

ITEMS OF INTEREST

SALT LAKE TRIBUNE 7/23/81

Plans to Aid Synfuel Industry, Government

Gov. Scott M. Matheson outlined plans Wednesday to form a "cooperative partnership" between the synfuels industry and state and local governments to ensure Utah's oil shale and tar sand deposits are developed without diminishing the quality of life in nearby communities.

In a meeting with industry representatives, legislators and officials of counties where the energy deposits lie, Gov. Matheson said the state's role in the partnership will be one of coordination, and possibly mediation, between developers and local leaders in planning development.

Technical Team

The role extends to a state technical assistance team composed of 27 state agencies concerned with preventing communities from being ravished by social and economic problems brought on by the influx of people and money.

A recently enacted state law requires companies to submit development plans to the state for review, along with a statement explaining how development will affect surrounding communities and how its impact on quality of life can be cushioned.

The law also permits companies to prepay property taxes to provide local government with the money for roads, schools and other government services necessary to meet the growth.

Reviews, Suggestions

Under the plan outlined by Gov. Matheson, both state and local officials will have a hand in reviewing and suggesting possible changes in the company plans.

Though the state requires no permit for synfuels development, it is possible for state and local officials to block development if plans are unsuitable.

Local task forces will be involved in the analysis, and communities affected by growth will approve of plans to cushion growth impact.

Chief Industry

"We are not opposed to growth, but Utah wants its growth to move forward in a well planned process," Gov. Matheson told representatives from nine companies which have applied for financial assistance for their projects through the Synthetic Fuels Corporation for Utah, a federal agency.

The governor said Utah has historically supported and assisted growth. He foresees energy development and mineral extraction becoming the state's chief industry in the near future.

"We would like you to reciprocate in submitting your plans for mitigating (the impact of growth) to protect the character of our communities'" Gov. Matheson said. "We must be able to address problems at their inception, promptly and squarely."

The governor said the state would rely on local officials to provide final approval for development plans. Since synfuel production will be in rural areas, he said local officials are "on the firing line" and are better able to judge the impact of development.

"We don't have the dust (from development) flying in our faces every day along the Wasatch Front. We will look to you for final decision-making on this," he told mayors and commissioners from Emery, Carbon, Uintah and Duchesne counties.

State Representative John Garr, whose legislative district covers Emery and Carbon counties, said the governor's plan is an "excellent" approach to resolving problems of the kind that have already been experienced in areas destined for growth.

UTAH STATE OFFICE

Rt.	Off.	Init.	Date
1	SD		
	ASD		
2	PAO		7/23
3	PMS		
	PEC		
	RES		
	TES		
	MGS		
	EEO		

Action: _____
Info: _____
Discuss _____